DOCUMENT RESUME

ED 057 160 UD 011 991

TITLE	Equal Educational Opportunity: Hearings Before the Select Committee on Equal Educational Opportunity of the United States Senate, Ninety-Second Congress, First Session on Equal Educational Opportunity. Part 14--State Role in School Desegregation: Pennsylvania. Washington, D.C., August 4, 1971.
INSTITUTION	Congress of the U.S., Washington, D.C. Senate Select Committee on Equal Educational Opportunity.
PUB DATE	[Aug 71]
NOTE	148p.; Committee Print, Select Committee on Equal Educational Opportunity
AVAILABLE FROM	Superintendent of Documents, Government Printing Office, Washington, D.C. 20402 ($0.65)
EDRS PRICE	MF-$0.65 HC-$6.58
DESCRIPTORS	*Equal Education; *Federal Government; *Race Relations; *School Integration
IDENTIFIERS	Pennsylvania

ABSTRACT

The Senate Select Committee on Equal Educational Opportunity held hearings on the role in school desegregation in Pennsylvania on August 4, 1971. The testimony of several witnesses is recorded. Among those who testified are superintendents of Pennsylvania public schools and experts on human relations. In the appendix, material submitted by the witnesses as well as relevant newspaper articles are included. (JW)

EQUAL EDUCATIONAL OPPORTUNITY—1971

ED057160

HEARINGS
BEFORE THE
SELECT COMMITTEE ON
EQUAL EDUCATIONAL OPPORTUNITY
OF THE
UNITED STATES SENATE
NINETY-SECOND CONGRESS
FIRST SESSION
ON
EQUAL EDUCATIONAL OPPORTUNITY

PART 14—STATE ROLE IN SCHOOL DESEGREGATION: PENNSYLVANIA

WASHINGTON, D.C., AUGUST 4, 1971

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EDUCATION & WELFARE
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Printed for the use of the Select Committee on Equal Educational Opportunity

UD 011991

U.S. GOVERNMENT PRINTING OFFICE
59-411 WASHINGTON : 1971

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C. 20402 - Price 65 cents

ED021180

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CONTENTS

Page

CHRONOLOGICAL ORDER OF WITNESSES

Floyd, Homer C., executive director, Pennsylvania Human Relations Commission 6179
Anliot, Richard B., director, Division of Education, Pennsylvania Human Relations Commission 6182
  Prepared statement of 6187
Carroll, Donald, assistant commissioner, Basic Education for Professional Services, Harrisburg 6189
  Prepared statement:
    Efforts by the Commonwealth of Pennsylvania To Eliminate Desegregation in the Public Schools, prepared by Dr. B. Anton Hess 6192
Porter, Dr. David H., superintendent, Harrisburg Public School District; accompanied by Dr. Hyman Haffner, deputy superintendent of program implementation; Benjamin Turner, deputy superintendent for planning; Stmuel A. Evans, deputy superintendent for business; Benjamin Lowengard, vice president, board of school directors, chairman, finance committee of the board 6203
Faulk, Dr. Harry R., superintendent of schools, McKeesport Area School Ditrict, McKeesport, Pa 6214

APPENDIXES

Appendix 1. Material submitted by the witnesses:
  From Dr. David H. Porter:
    A Plan for Quality Desegrated Education 6221
    Feasibility Study and Analysis of the Administrative Management 6251
    Organization Structure: A Status Report of the Administrative Reorganization 6295
      Organizational chart 6319
Appendix 2. Articles of interest:
  The Wall Street Journal, June 28, 1971:
    Pittsburgh's Try Shows That School Integration in North Will Be Hard 6321
  Porter, David H., letter of August 9, 1971 6324
    The New York Times, August 8, 1971:
      The Harrisburg Story 6324

QUALITY IN EDUCATION

WEDNESDAY, AUGUST 4, 1971

U.S. Senate
Select Committee on
Equal Education Opportunity
Washington, D.C.

The Select Committee met at 10 a.m., pursuant to call, in room 1224, of the New Senate Office Building, the Honorable Walter F. Mondale, chairman of the committee, presiding.

Staff members present: Donn Mitchell professional staff.

Senator **Mondale**. The committee will come to order.

This morning we have a panel of witnesses representing the various levels of school effort in the State of Pennsylvania, including Mr. Donald Carroll, Assistant Commissioner of Basic Education for Professional Services at Harrisburg; and Mr. Homer Floyd, Executive Director of the Pennsylvania Human Relations Commission, and other panelists.

Senator Schweiker hoped to be here to introduce you, but there is a conflicting event. I think he plans to stop by before long but he did want to to welcome you if circumstances permitted it.

Mr. Carroll, would you introduce your fellow panelists.

Mr. **Floyd**. I am Homer C. Floyd.

Senator **Mondale**. Very well.

Mr. **Floyd**. To my left is Richard B. Anliot, Director of the Division of Education for the Pennsylvania Human Relations Commission and to my right is Mr. Asher Winikoff, General Counsel of our commission.

Senator **Mondale**. Do you have any local school districts represented here today?

Mr. **Floyd**. Yes, we do. We have representatives from the city of Harrisburg school district and McKeesport area school district.

Senator **Mondale**. Very well, you may proceed.

STATEMENT OF HOMER C. FLOYD, EXECUTIVE DIRECTOR OF THE PENNSYLVANIA HUMAN RELATIONS COMMISSION

Mr. **Floyd**. Mr. Chairman, we appreciate the interest of this committee in improving equal education opportunity and the invitation to us to share the experience of Pennsylvania with school desegregation.

MANDATE OF HUMAN RELATIONS COMMISSION

The Pennsylvania Human Relations Commission is the official State agency in our Commonwealth with law enforcement responsibility in preventing and eliminating discrimination because of race, color, religious creed, national origin, sex, age, and ancestry in employment, housing, public accommodations, and education.

The declaration of policy in the Pennsylvania Human Relations Act states:

> It is hereby declared to be the public policy of this Commonwealth . . . to assure equal opportunities to all individuals and to safeguard their rights at places of public accommodation . . . regardless of race, color, religious creed, ancestry, or national origin.

This act defines the "right to freedom from discrimination," as:

> The opportunity for an individual . . . to obtain all the accommodations, advantages, facilities, and privileges of any place of public accommodation . . . without discrimination because of race, color, religious creed, ancestry, age, or national origin are hereby recognized as and declared to be civil rights which shall be enforceable as set forth in this act.

The term "place of public accommodation, resort of amusement" is defined by the act as:

> Any place which is opened to, accepts or solicits the patronage of the general public, including but not limited to . . . kindergartens, primary and secondary schools, high schools, academies, colleges and universities, extension course and all educational institutions under the supervision of this Commonwealth . . .

"Unlawful discriminatory practices" under the act include the provision:

> It shall be an unlawful discriminatory practice . . . for any person being the . . . superintendent, agent, or employe of any place of public administration . . . to: refuse, withhold from, or deny to any person because of his race, color, religious creed, ancestry, or national origin, either directly or indirectly, any of the accommodations, advantages, facilities, or privileges of such place of public accommodation . . .

PENNSYLVANIA SUPREME COURT RULING

On September 26, 1967, the Supreme Court of Pennsylvania held in the *Chester School District* case that the educational "advantages" and "privileges" of schools include their integrated or segregated character. The court's opinion stated that:

> There can be no serious doubt that the education offered pupils in all Negro or substantially all Negro schools is inherently inferior to that offered in integrated schools.

The court reasoned that all pupils of a school district are entitled to the equal advantages or services of that school district. For that school district to provide some children the advantages of racially integrated accommodations and others the disadvantages of racially imbalanced accommodations is a discriminatory practice forbidden by the public accommodations provisions of the Pennsylvania Human Relations Act.

You have probably noted that in Pennsylvania the law makes no distinction between de jure and de facto segregation in schools. The law of the land in Pennsylvania is that segregated schools, whether by legislative, school board policy, or any other kind of action are all equally harmful to children. This is the fundamental truth about school segregation, that it deprives all pupils of one of the most important advantages that education can provide. We strongly urge that your community face that fact and all its implications in framing a national policy on equal educational opportunity.

STATUS OF DESEGREGATION EFFORTS

What is the current status of progress toward desegregation in Pennsylvania? In February 1968 our commission in conjunction with the department of education requested school desegregation plans and timetables of implementation from 17 school districts, in addition to Chester City. In July 1970, the commission and department requested eight additional districts to submit plans and timetables.

To date, the commission has approved the pupil desegregation plans of 15 school districts. These approved plans are resulting in the desegregation of 134 schools involving some 47,000 white pupils and 15,000 black students, a total of over 62,000 pupils are thereby changing from the disadvantages of segregated education to the advantages of an integrated education.

After many months, and in some cases, years, of granting extensions of time and futile efforts to persuasion, it became necessary for the commission to initiate a complaint and law enforcement action against 10 districts for their having de facto segregated schools and for failing to submit an acceptable plan and timetable for correcting this problem.

Senator **Mondale**. Did you bring action to compel compliance? What remedies do you have?

Mr. **Floyd**. The authority to withhold funds at this point is being searched out legally, but basically what we do is initiate a complaint, make a finding as to the evidence of desegregation, de facto segregation in this case. We would then hold a hearing. The commission has the authority to issue cease-and-desist orders ordering the school districts to comply with the mandate to desegregate.

Senator **Mondale**. You can issue those orders and then if they oppose you it goes to court?

Mr. **Floyd**. That is correct. We are currently in court on four of these orders already issued by the commission.

Senator **Mondale**. Have you obtained a court order?

Mr. **Floyd**. Other than the *Chester School District* case which really delineated our authority in this whole area—that went all the way to the Supreme Court.

Senator **Mondale**. In the *Chester* case you had issued a cease-and-desist order, it was appealed, it went to the Supreme Court and the Supreme Court fully supported the contention of the commission. So that is settled in Pennsylvania law?

Mr. **Floyd**. That is settled in that particular case, but we are in court now in Pittsburgh and Philadelphia and we also are involved in Erie as well.

COOPERATION BETWEEN COMMISSION AND STATE EDUCATION DEPARTMENT

Basically whatever progress we have been achieving in the school desegregation with our education systems can be attributed in a significant measure to the cooperation and teamwork between the State department of education and our commission.

This combination consisted of one legislative mandate that the two agencies cooperate in developing related school programs and be persistent in implementing the authority derived therein.

In addition to that, No. 2, joint policy position and guidelines for desegregation. The attached "Desegragation Guidelines for Public Schools" and "Recommended Elements of a School Desegregation Plan" are specific examples.

Staffing by both agencies to render the necessary consultant and technical assistance to local school districts, in the development and implementation of their plans.

The existence of legal authority to provide the necessary backing to school administrators and boards of education to do what is necessary.

Reinforcement of one agency's authority with that of the other. For example, the State Department of Education has insisted, as a condition of reimbursement for school construction, on a 10-year plan for school construction that will deal with any problems of de facto segregation.

Joint staff evaluations and recommendations regarding desegregation plans, before action upon them by our commission.

The sharing of financial and staff planning resources to provide local school districts with the necessary seminars at which to share in the best available experience with desegregation.

In no way can the role of the Pennsylvania Human Relations Commission or State Department of Education detract from the irreplaceable role played by several individual school superintendents present here and who will testify before you today. Their steadfast conviction that the best education is an integrated education and their leadership and innovation in the strategy of desegregation have made the difference.

COMMISSION'S EXPERIENCE

We assume that it is now in order to share with the committee what the commission has learned from the 7-year experience with school desegregation that might be relevant to State and Federal public policy on promoting equal educational opportunities.

Mr. Anliot will make this presentation in regard to some of the 7-years experience he had in this whole area.

STATEMENT OF RICHARD B. ANLIOT, DIRECTOR, DIVISION OF EDUCATION, PENNSYLVANIA HUMAN RELATIONS COMMISSION

Mr. Anliot. Pennsylvania's experience is that desegregation programs can get stalled over concluding that because immediate, total integration cannot be achieved in our metropolitan areas, that desegregation is unachievable. There is no question about the dimensions and difficulties of desegregating a big city school system, with its greater traffic conjestion, safety hazards, travel-time distances and less per pupil financial resources to meet any educational needs.

The hopeful fact remains, however, that the big cities are not the only school systems with black enrollment or problems of segregation. In Pennsylvania, for example, according to the 1970 U.S. census, a fourth of our nonwhite citizens and 83 percent of our white population live outside of the State's metropolitan areas of Pittsburgh and Philadelphia. Besides these two cities, 17 of our communities with 10,000 or more total population are racial microcosms of our Nation, having 10 percent or more Negro population. The Commonwealth's racial census of schools in the school year 1967–68 found 37 school districts with one or more schools with 50 percent or more Negro enrollments.

So being of more limited size, immediate and total desegregation of those districts has proven to be quite feasible. Specifically, of the first 17 school districts requested February 1968 to desegregate, 13 began to desegregate September 1968, and five racially balanced both their black and white schools of the same date.

And even in the big cities at least desegregation progress is possible. The argument that because you can't do it all, there's no use trying is an unrealistic excuse. The biggest school systems consist of smaller geographical areas within which some desegregation is possible. For example, within the Philadelphia school system there are situations of over 80 percent Negro school attendance areas adjoining over 80 percent white school areas where pairing or attendance boundary changes could desegregate those schools. What is needed is the commitment and the implementation decisions to do all that is possible today.

RESEGREGATION

Let me talk for a moment about the matter of white flight and population migration as it relates to the problem of desegregation in our Commonwealth.

Equalizing educational opportunity can get hung up also on the contention that cities are going to be all black. All whites within cities are going to move out and that if you achieve desegregation it is but a temporary achievement.

We are suggesting that in spite of that kind of general trend of population movement that school districts vary a great deal in the rate of change. In all but a few Pennsylvania communities, the black community is clearly a minority of the population and there is little immigration of black families to those communities. The black population is relatively stable so that in most communities numerically desegregation, immediately and totally, is not an illusive goal.

Now, as for the rate of white flight to urban localities our experience is that those with economic affluence are going to continue to move out from urban centers primarily for the reason of better housing. But our experience is that desegregation of schools in urban localities lends assurance to white families in those areas and can significantly affect that movement of population.

Fundamentally, urban school systems, and even suburban with black enrollments have the ingredients by virtue of their migration for both majority and minority group students. Whether or not they can deliver this better education depends in great part on the degree and kind of support that comes from Washington and our State capitals.

At the very least, we are suggesting that in the face of increasing racial isolation and polarization of white from black communities that every single year of integrated learning experience is a precious goal to be sought.

Our public schools represent our best hope to influence the attitude of future generations toward peaceful existence and justice for all. But this opportunity in our educational institutions is diminishing and that is why we feel that full advantage must be taken of this option now.

PUBLIC ATTITUDES

Some comments with regard to making desegregation acceptable that relate to the attitudes of parents toward desegregation. Almost no one prefers busing and will strongly resist the basic contention of their pupils being reassigned to another school simply for the purpose of learning next to those of a different race. But these same parents who will even turn out for mass protest meetings about busing per se will respond positively to the opportunity to have their child participate in a school program that offers innovation and other advantages.

The Pennsylvania districts transporting today can speak more directly on this. So that in spite of their opposition to busing per se, parents interested in their child's education don't find the school busing a problem when it clearly takes their youngster to something special.

The catch is in a sense that model schools, magnet schools and other types of programs do not come for the usual per-pupil expenditure and this is where public financial assistance for such curriculum develops is not only warranted but can contribute greatly to integrated education.

Reorganization of grade spans, creation of middle schools, are other examples of the kinds of educational packages within desegregation can be a part and it is these educational packages that either make desegregation acceptable or not acceptable.

Some comment about the attitude of the black community toward desegregation.

Up until now, I think it is accurate to say, the black community was pressing for desegregation, but celebrating its achievement unconditionally. That is changed. Now the black community is saying that desegregation is acceptable as far as they are concerned only if it meets certain other conditions. And these stipulations are understandable, fair and just; because black parents, no more than white parents, want their pupils reassigned to a school further from home, whether by bus ride or otherwise.

BLACK COMMUNITY REQUIREMENTS

In short, desegregation with equality is the only kind of desegregation in which black citizens are interested today. There is quite a standard list of conditions of a desegregation plan that are acceptable to the black community and I think significantly these are precisely the recommended elements and the requirements by which the State Department of Education and our commission evaluate and either approve or disapprove desegregation plans for our district.

Let me specify some of these. One of the insistences is that staff be integrated for blacks, and the Commonwealth are saying what sense does it make to transfer a black child from the security of a school in which at least some of his group are among the leadership to an all white leadership and the effect of that on the development of his own self-identity and why shouldn't the schools and all institutions be the places where the child can see what equal opportunity employment is all about.

A second kind of demand is that the inconvenience, if you will, of reassignment or transportation does not fall unduly on any one racial group. The commission in fact has disapproved some plans because boards yielded to the temptation to put that burden almost entirely on the black community.

A third kind of insistence is on the training of staff. Frankly, teacher preparation institutions have failed to require of their graduates the kind of training or experience to prepare them to deal with the biracial classroom situation and to deal with the disadvantaged black or white. Therefore, the insistence is that there be training of staff so that desegregation does not mean the movement of a black child from a school where he has some sense of security to a school where too many of the staff feel well, all kids are alike and therefore commit the greatest crime against the child; namely, pretending he isn't there.

Another kind of insistence is on minority group history and the inner group education concepts because once again with the legitimate concern that the history taught in our schools be accurate and unabridged regarding all aims. This is a justifiable condition for desegregation.

The press for these kinds of total desegregation plans has, I think, as a point of fact caused school boards and superintendents to give top priority in the Commonwealth to these aspects of a good education which have been long overdue in general and which in particular have been matters of inequity as far as the minority group community.

BUSING

A few words on busing.

Busing and school desegregation are not synonomous terms. It is not a separate method of discrimination. It is only involved when in fact the method involves the reassignment of a pupil from home to a school that is too far to walk. We share in our experience the concern about safety.

Pennsylvania's experience on this point is our Department of Education's most recent "Summary of School Accidents for a 6-Year Period" which shows that in our Commonwealth pupils have been three times safer in Pennsylvania going from home to school by busing when necessary than by walking.

As we see it, there are no problems connected with transportation in desegregation that are not true of busing for any other kind of reason. And those problems are as equally solvable as the problems of transportation for any other reason whatsoever.

The perspective of transportation within the Commonwealth is of the public school enrollment basically—have gone to school every day, to the public schools, by busing and 46 to 47 percent of all elementary pupils do the same.

So that factually, the sequence of community reaction to busing under desegregation in Pennsylvania has been first it wasn't in issue when there was busing, but for purposes other than desegregation. There was a maximum peak of opposition while the district was deciding how to desegregate, and once it had gotten on with the job there was matter-of-fact acceptance.

RACIAL DISRUPTIONS

A word about segregation as a cause of tension in our communities and schools.

In Pennsylvania in the past year there have been 20 school districts in which there has not only been tension but serious disruption and I am talking about the kind that causes damage to property, persons, closing of schools, boycotting of schools, and even the organizing of a vigilante community group to protest that situation of tension.

But such unrest is clearly the harvest that we are reaping by having kept our future citizens so long and effectively isolated from one another. How can we hope as a matter of State or National policy for our black and white youngsters to develop for each other attitudes of respect, understanding, a desire to cooperate and at least a willingness to coexist, if when during the most significant years of their educational development, until they enter the secondary schools and for the first 11 years of their chronological ages they do not have significant contact with each other.

It is that prospect of tension, of polarization that is true now and will become more serious in the future to which public policy on desegregation has to take account and has to deal with. Desegregation is no guarantee of schools being trouble free. As a matter of fact, the desegregation process usually begins with apprehension and with a testing out with each other by pupils.

But what is certain is that black and white youngsters alike are going to have to deal with each other sooner or later. And the question is what better place to have that encounter than in and with the aid of that institution that is responsible for education.

DEFINITION OF EDUCATIONAL DISADVANTAGE

Finally, I would suggest from our experience that the definition of educational disadvantage and quality education itself needs redefining. Educational disadvantage has concentrated on the black youngster. It has been expanded to include all who are economically disadvantaged; but we are suggesting that that doesn't complete the definition.

Our conviction in our Commonwealth is that white majority group pupils of affluence are importantly disadvantaged by segregated schools whether de jure or de facto. In a biracial school system an all-white school is segregated and racially isolated just as is the predominantly or all-black school. These students are not suffering academic disadvantage, but surely are suffering the disadvantage of an education that is relevant to the realities of life.

We have succeeded, that is true, in education, to develop the kind of ability to conquer unlimited spaces. We have failed to conquer the diminishing physical space between the people in our communities by the ever widening social spaces. We are suggesting that the matter of integrated education is at least as equal if not of greater priority than the three R's, for what do we need more than the skills for living, the skills for surviving with our fellow man, the skills for involvement in participation of the majority of the world population that are brothers of color, because the real world of education itself is throwing youngsters into the secondary school experience unprepared for each other.

Pupils who enter junior and senior high schools from racially isolated elementary schools are ripe for conflict in our public schools or private schools even for that matter. And the real world after education is very clearly one of all our youngsters having black and white coworkers, increasing likelihood of having black supervisors, the certainty of sharing all public accommodations with persons of all races and the growing prospect of having nonwhite neighbors. It is for this kind of reason that the Commonwealth's experience underscores that integrated education is an essential dimension of quality education itself. It is not extracurricular, it is not secondary, it is of equal, at least equal, if not higher priority than the things that have been commonly defined as quality education.

(The remainder of the statement follows:)

PREPARED STATEMENT OF RICHARD B. ANLIOT

MARCH 29, 1968.

DESEGREGATION GUIDELINES FOR PUBLIC SCHOOLS—COMMONWEALTH OF PENNSYLVANIA

The Pennsylvania Human Relations Commission together with the Department of Public Instruction of the Commonwealth of Pennsylvania set forth the following guidelines for school districts (administrative units) in dealing with segregation in public schools.

1. SEGREGATION AS A FACTOR IN PUBLIC EDUCATION

When any one public school building comes to be viewed as improperly exclusive in fact or in spirit; when it is viewed as being reserved for certain community groups; when morale, teacher and pupil motivation and achievement are affected by the racial imbalance, the school system is being adversely affected by segregation. In other words, segregation is not an arbitrary numerical relationship of one group to another. Segregation becomes a factor adversely affecting education when an untoward concentration of any racial group in one building begins to destroy the functioning of the entire system as a "common school."

The common school has long been viewed as a basic social instrument in attaining our traditional goals of equal opportunity and personal fulfillment. The presence in a single school of children from varied backgrounds is an important element in the preparation of young people for active participation in the social and political affairs of our democracy.

Insofar as possible every school building should reflect in its enrollment a cross section of the entire community.

2. RESPONSIBILITY FOR CORRECTING DISCRIMINATORY ACTIONS

Any action, direct or indirect, overt or covert, which fosters racial segregation in the public schools, is against the public interest, and should not be taken by any public agency. Whenever any such action, past or present, has adversely affected public education, it is the responsibility of public school authorities to correct it, forthwith.

3. RACIAL INCLUSIVENESS OF STAFF

A component of quality education is a racially inclusive staff at all professional, nonprofessional and administrative levels. A desegregated staff affords positive educational values. All children need role models with whose ethnic backgrounds they can identify, and they also need to be taught at times by those who are racially different. Nothing herein is to be interpreted as calling for discrimination in favor of less qualified teachers because of their race.

4. DESEGREGATION A LOCAL RESPONSIBILITY

Responsibilty for coping with segregation rests with local school authorities. This is in keeping with the spirit of local control. It allows consideration for local conditions which may affect desegregated education. Such policy allows for the widest innovation in school assignment and program to meet local needs. Hence, the department of public instruction and the human relations commission proceed in correcting segregated conditions by requiring that each local public school district affected submit its own plans for dealing with the problem as the first step in their enforcement procedure.

5. PROGRAM CONSISTENT WITH POLICY

The State agencies involved in supervising the desegregation process realize that changing policies and desegregation of pupils, teachers and staff are but the first steps in meeting the requirements of these guidelines. These agencies wish to cooperate with public school officials in every way possible to strengthen programs designed to produce mutual respect and trust between groups. They urge the reexamination of curriculum to make sure the contributions of all groups are included. They urge the reexamination of the treatment of all minorities in our common history. This they proposed for all schools—not just those which have minority children enrolled. In other words, these proposals are designed to achieve good education for all children—not just special education for the minorities. Further, they ask cooperation of local school districts in the development of stronger programs of inservice training in human relations both for administrative staff and teachers.

6. CONTINUOUS EVALUATION AND PREVENTIVE ACTION

Public school districts with concentrations which adversely affect education will be subject to continuing examination by the Pennsylvania Human Relations Commission and the Department of Public Instruction. Hence constant study and evaluation should be made at the local level to catch these undesirable trends in their incipient stages, and deal with them while they are in manageable proportions. In situations where action is being taken to apply corrective measures to existing concentrations, care should be taken to provide followup to make sure future imbalances do not occur.

7. COMMUNITY PARTICIPATION

Local boards of education should make wide use of community involvement in the preparation of their plans.

MAY 15, 1968.

RECOMMENDED ELEMENTS OF A SCHOOL DESEGREGATION PLAN

(By Pennsylvania Human Relations Commission and Department of Public Instruction)

1. Does the desegregation plan indicate the projected racial composition of each elementary and secondary school attendance area and the racial composition of the total staff of each building as of the completion dates of each step?
2. Does the desegregation plan identify the location of proposed school building construction sites?
3. How nearly does the desegregation plan bring the percent Negro pupils in each building to within 30 percent of the percent Negro pupils among the buildings of the same grade span?

4. Does the desegregation plan include procedures to affirmatively and effectively recruit and assign an integrated staff at all levels for all schools?

5. Does the desegregation plan correct any untoward concentrations of professional or nonprofessional Negro staff in any buildings?

6. Does the desegregation plan equally match the services of its professional staff and program with the education needs of each school building?

7. Does the desegregation plan include plans for inservice training of staff to meet the needs and problems incident to the implementation of desegregation plans?

8. Does the desegregation plan include steps to include intergroup education programming and the inclusion of the contributions of Negroes and other racial and ethnic groups in the history courses about Pennsylvania and the United States?

9. Does the desegregation plan include a timetable indicating deadline dates by which each step will be completed? Are these dates as early as possible?

10. Does the desegregation plan indicate involvement of the community in its development and implementation?

11. Is the desegregation plan consistent with the long range developmental plan submitted to the department of public instruction?

Mr. Floyd. Mr. Carroll?

STATEMENT OF DONALD CARROLL, ASSISTANT COMMISSIONER, BASIC EDUCATION FOR PROFESSIONAL SERVICES, HARRISBURG

Mr. Carroll. Copies of my testimony have already been submitted for the record and with the permission of the chairman, I would rather summarize than read the testimony.

SOCIAL ATTITUDE PROGRAMS

At the State department of education level, Pennsylvania has two major programs: The first is a long-range effort to remove attitudes of bigotry and discrimination throughout the educational process. This is known as our intergroup education program and the second is designed to provide more immediate technical educational assistance to school districts faced with requirements to desegregate. This is known as our civil rights assistance program.

We believe that the greatest promise for solving many of our problems related to the attitudes is through the educational process. In 1962 the department of education distributed a resource guide entitled "Our Greatest Challenge—Human Relations." It became known as Guide to Intergroup Education in Schools.

It was distributed as a resource unit to accommodate the Pennsylvania Human Relations Act of 1955. The bulletin has been reprinted several times, issued to private schools as well as public, and upon request to States throughout the Nation.

Our State Board of Education has adopted several regulations pertaining to intergroup education. One, for example, requires that intergroup education concepts shall be included in appropriate areas of structural program of every school. Section 7.151 provides in each course in the history of the United States and of Pennsylvania at that time in the elementary and secondary schools of the Commonwealth there shall be included the major contributions made by Negroes and other racial ethnic groups.

We have implemented this through a series of publications and workshops, in addition we have issued such books as the "Guidelines for Textbook Selection," "The Treatment of Minorities," and we have also issued "A Bibliography of Afro-American resources for Pennsylvania Schools.—From Slavery to Protest," and we feel that these types of materials have been useful to many of the schools that have accepted the challenge which Mr. Anliot has presented to you.

In addition to publications the staff of the Department has conducted social awareness workshops designed to break down attitudes of bigotry and prejudice on the part of teachers and to provide trained leaders to continue the program once our staff has been withdrawn.

We also believe that you need to put your own house in order first and as a result we have initiated two social awareness seminars attended by every major manager in the Department of Education.

In addition to this we have provided and are continuing to provide a social awareness seminar for all members of our staff and we have established a Departmental Human Relations Committee to deal with the internal problems we might have.

In my opinion the greatest potential for solving many of the problems being studied by your committee is with the complete program of intergroup education beginning as early as kindergarten, continuing through the secondary schools, colleges and universities and including a professional staff of all our educational institutions.

TECHNICAL ASSISTANCE

In the civil rights assistance program we have undertaken several activities. All school districts in Pennsylvania are required to submit 10-year, long-range developmental programs. These are projections of where the school districts will be 10 years from now, including curriculum, staffing, and things of this type. The plans must also be updated every 2 years so that we are able to look at them in a regular basis.

In cooperation with the Commission we have extended the concept of the plan to include administrative plans designed to eliminate desegregation in public schools. We found that by giving advance notice, by including in the planning which good school administrators do, the requirement that they consider segregation as an important problem to be solved, that we can anticipate in many cases solving problems before they occur.

In addition the Department is providing some specific assistance to the 17 school districts which Mr. Anliot and Mr. Floyd mentioned. These are the school districts which reflect the greatest imbalance within the State.

Together we have issued some guidelines which I think best summarize our position in terms of desegregation. The first one deals with segregation as a public factor in education and we have said rather clearly that segregation becomes a factor adversely affecting education when an untoward concentration of any racial group in any one building begins to destroy the functioning of the entire system as a common school.

A second area is responsibility for correcting discriminatory actions and here we said that whenever such action has adversely affected public education it's the responsibility of the public school authorities to correct it and not wait until other agencies bring pressures to bear on the schools. The third deals with racial inclusiveness of the staff and we have said that a component of quality education is a racially inclusive staff at all professional and nonprofessional and administrative levels.

We have also said that responsibility for coping with segregation rests with local authorities but we just can't pass the buck that way It's a local school responsibility to initiate the actions that would best serve the people they serve but they must have assistance from the State and from the Federal Government. We believe that a continuous evaluation of a definitive action program is necessary and as a result we have said we will subject school districts in both their long-range plans and those that have already been identified to a continuing examination by the Human Relations Commission and the Department of Education.

And finally we have said that local Boards of Education should make wide use of community involvement and the school districts that will testify later can give you some specific examples of how successful this has been.

TITLE IV PROGRAM

We realized in the Department that these kinds of actions would make increased demands upon our staff and as a result of this we submitted a proposal to the U.S. Office of Education under Title 4 of the Civil Rights Act to add professional staff members to our intergroup education program. This proposal was not accepted for initial funding.

It was resubmitted in October of 1969, was funded. We have added those staff members and they are active throughout the State today. At the present time our staff is expanding its contact with additional districts that have not come into a formal relationship with the Human Relations Commission.

We are also working with the 25 school districts that are eligible for funding under the emergency school assistance program. We have also found that while categorical aid is useful in some respects, it's possible to blend programs together and to get more than just a one-for-one relationship for the dollars spent.

So we are working internally to improve coordination between the emergency program and other federally funded programs.

We see a particular relationship here to Title 1 of the Elementary and Secondary Education Act. We have to admit that we have a lot yet to do in Pennsylvania. We feel we have made a good start with our intergroup program.

A major problem in achieving our objective is the need for supplementary funding. If we could work out a system that would treat all school districts equally, we would find that within State resources alone we could handlle many of our problems.

We appreciate the assistance from the Federal Government. This has been enough of a growing edge to make things happen in Pennsylvania. But I would not want to minimize the fact that our own school districts have also contributed very heavily to the support of these programs.

We will need additional funds. We are asking you for additional funding support as we look for our own resources to add to whatever funds we can get from the Federal Government and from school districts.

We think that with this increased financial support we can solve our problems and we certainly pledge to this committee our increased support for mutually satisfactory resolution of the problems.

Thank you.

PREPARED STATEMENT OF DONALD CARROLL

Efforts by the Commonwealth of Pennsylvania To Eliminate Desegregation in the Public Schools

(Prepared by Dr. B. Anton Hess, deputy secretary and commissioner for basic education, Pennsylvania Department of Education)

I am Donald M. Carroll, Jr., assistant commissioner for basic education, Pennsylvania Department of Education, testifying for Dr. B. Anton Hess. The purpose of this testimony is to explain the activities undertaken by the Pennsylvania Department of Education to provide equal educational opportunity to all citizens of the Commonwealth.

INTRODUCTION

On October 27, 1955, Public Law 744, known as the Pennsylvania Human Relations Act, was passed. This act was designed to eliminate discrimination and discriminatory practices in employment, wages, housing, education, and public accommodations. The act was "deemed an exercise of the police power of the Commonwealth for the protection of the public welfare, prosperity, health and peace of the people of the Commonwealth of Pennsylvania."

Section 8 of this act dealt with educational programs and provided that "in order to eliminate prejudice among the various racial, religious and nationality groups in this Commonwealth and to further good will among such groups, the (Pennsylvania Human Relations) commission in cooperation with the Department of Education, is authorized to prepare a comprehensive educational program, designed for the students of the schools in this Commonwealth and for all other residents thereof, in order to eliminate prejudice against such groups."

In order to meet this legal requirement, the superintendent of public instruction authorized two major programs. The first was a long range effort to remove attitudes of bigotry and discrimination throughout the educational process. This program became known as intergroup education. The second was a shorter range effort designed to provide more immediate technical educational assistance to school districts faced with requirements to desegregate. This became our civil rights program. I will discuss each of these programs.

INTERGROUP EDUCATION

After initial staffing for this program was completed, the Department of Education distributed one of the earliest resource guides on this subject, Our Greatest Challenge—Human Relations, or, Guide to Intergroup Education in Schools. This manual was issued and distributed to school districts in 1962 as a resource unit to accommodate the Pennsylvania Human Relations Act of 1955. This bulletin was reprinted three times and issued to private schools and upon request to States across the Nation.

Subsequently, other publications were developed and distributed to implement the State board of education curriculum regulations. Section 7-154, Intergroup Education, provides "intergroup education concepts shall be included in appropriate areas of the instructional program of every school." Section 7-151, Racial and Ethnic Group History, provides "in each course in the history of the United States and of Pennsylvania taught in the elementary and secondary schools of the Commonwealth, there shall be included the major contributions made by Negroes and other racial and ethnic groups in the development of the United States and the Commonwealth of Pennsylvania." The Department has issued Guidelines for Textbooks Selection—The Treatment of Minorities, dated 1967.

We have also issued A Bibliography of Afro-American Resources for Pennsylvania Schools—From Slavery to Protest in 1968. These steps were taken in order to meet an educational commitment to eliminate discrimination and bigotry in our schools.

In addition to publications, the staff of the Department has conducted upon request of school districts social awareness workshops. These workshops were designed to break down attitudes of bigotry and prejudice on the part of teachers and administrators and to provide trained leaders to conduct continuing programs within the school districts.

The Department of Education staff was not immune from the same problems facing teachers and administrators. We initiated two social awareness seminars attended by top management of the Department and have followed this up with the establishment of a departmental Human Relations Committee and with social awareness seminars for our staff.

In my opinion, the greatest potential for solving many of these problems is with a complete program of intergroup education beginning as early as kindergarten, continuing through the secondary schools, colleges and universities and including the professional staff of all of our educational institutions.

CIVIL RIGHTS

On September 26, 1967, as a result of efforts by the Pennsylvania Human Relations Commission to require the school district of the city of Chester, Pa., to comply with an order to prepare plans to eliminate segregated schools, the Supreme Court of Pennsylvania ruled in the case of the Pennsylvania Human Relations Commission versus the Chester School District that the commission had the authority under the Pennsylvania Human Relations Act of October 27, 1955, to require school districts with de facto segregated schools to correct such conditions of racial imbalance.

A review of the Department of Education's position with regard to this decision determined that the section of the law authorizing the Department of Education to prepare comprehensive educational programs to eliminate prejudice should be extended in its concept to include administrative programs designed to eliminate segregation in public schools as well as teaching programs that were developed in intergroup education.

Following the decision of the Pennsylvania Supreme Court in the *Chester Schools* case, filed September 26, 1967, confirming the jurisdiction of the Pennsylvania Human Relations Commission over de facto segregation of schools in the Commonwealth, the Department of Education in cooperation with the Pennsylvania Human Relations Commission conducted a pupil and staff racial census in each building of all administrative units of the state to ascertain the extent of the problem.

After study of the data by the Commission, the Department and Dr. Dan Dodson, director of the New York University's Center for Human Relations and the Commission's consultant on school desegregation, 17 school districts (Aliquippa, Chester Township, Clairton, Coatesville Area, Darby Township, Delaware County, Erie, Farrell, Harrisburg, McKeesport, Norristown, Penn Hills Township, Philadelphia, Pittsburgh, Susquehanna Township, Washington and Wilkinsburg) were notified by letter on February 2, 1968, that one or more buildings of the district were racially imbalanced. The letters, cosigned by Mr. Harry Boyer, then chairman of the Commission, and Dr. David H. Kurtzman, asked each of the school districts contacted to submit a desegregation plan to the Commission no later than July 1, 1968, along with a report on the immediate plans taken to solve the problem and the timetable for the full implementation of the desegregation plan.

The decision to notify these 17 districts first was based on the fact that they reflected the greatest degree of racial imbalance in the State, having one or more buildings with over 80 percent Negro enrollment.

Representatives of the 17 districts were invited to a meeting on February 29, 1968, in Harrisburg at which was discussed the legal and educational background of the situation with officials of the Department, the Commission and Doctor Dodson.

Guidelines for desegregating public schools were developed and disseminated jointly by the Department and the Commission and were mailed to affected school districts on March 29, 1968. These guidelines included:

1. Segregation as a factor in public education

When any one public school building comes to be viewed as improperly exclusive in fact or in spirit; when it is viewed as being reserved for certain community groups, when morale, teacher, and pupil motivation and achievement are affected by the racial imbalance, the school system is being adversely affected by the racial imbalance. In other words, segregation is not an arbitrary numerical relationship of one group to another. Segregation becomes a factor adversely affecting education when an untoward concentration of any racial group in one building begins to destroy the functioning of the entire system as a "common school."

The common school has long been viewed as a basic social instrument in attaining our traditional goals of equal opportunity and personal fulfillment. The presence in a single school of children from varied background is an important element in the preparation of young people for active participation in the social and political affairs of our democracy.

Insofar as possible every school building should reflect in its enrollment a cross section of the entire community.

2. Responsibility for correcting discriminatory actions

Any action, direct or indirect, overt or covert, which fosters racial segregation in the public schools, is against the public interest, and should not be taken by any public agency. Whenever any such action, past or present, has adversely affected public education, it is the responsibility of public school authorities to correct it, forthwith.

3. Racial inclusiveness of staff

A component of quality education is a racially inclusive staff at all professional, nonprofessional, and administrative levels. A desegregated staff affords positive educational values. All children need role models with whose ethnic backgrounds they can identitfy, and they also need to be taught at times by those who are racially different. Nothing herein is to be interpreted as calling for discrimination in favor of less qualified teachers because of their race.

4. Desegregation a local responsibility

Responsibility for coping with segregation rests with local school authorities. This is in keeping with the spirit of local control. It allows consideration for local conditions which may affect desegregated education. Such policy allows for the widest innovation in school assignment and program to meet local needs. Hence, the Department of Education and the Human Relations Commission proceed in correcting segregated conditions by requiring that each local public school district affected submit its own plans for dealing with the problem as the first step in their enforcement procedure.

5. Program consistent with policy

The State agencies involved in supervising the desegregation process realize that changing policies and desegregation of pupils, teachers, and staff are but the first steps in meeting the requirements of these guidelines. These agencies wish to cooperate with public school officials in every way possible to strengthen programs designed to produce mutual respect and trust between groups. They urge the re-examination of curriculum to make sure the contributions of all groups are included. They urge the re-examination of the treatment of all minorities in our common history. This they propose for all schools—not just those which have minority children enrolled. In other words, these proposals are designed to achieve good education for all children—not just special education for the minorities. Further, they ask cooperation of local school districts in the development of stronger programs of in-service training in human relations both for administrative staff and teachers.

6. Continuous evaluation and preventive action

Public school districts with concentrations which adversely affect education will be subject to continuing examination by the Pennsylvania Human Relations Commission and the Department of Education. Hence constant study and evaluation should be made at the local level to catch these undesirable trends in their incipient stages, and deal with them while they are in manageable proportions. In situations where action is being taken to apply corrective measures to existing concentrations, care should be taken to provide follow-up to make sure future imbalances do not occur.

7. Community participation

Local boards of education should make wide use of community involvement in the preparation of their plans.

In response to requests for assistance from the affected school districts, the Department and the Pennsylvania Human Relations Commission offered the following services to districts as they developed their plans to eliminate racial imbalance:

1. To clarify the "Desegregation Guidelines for Public Schools" of the Pennsylvania Human Relations Commission and the Department of Education.
2. To provide resource services to effect understanding and support for school desegregation.
3. To disseminate information regarding possible methods of school desegregation.
4. To assist in securing the services of expert consultants to help design school desegregation plans.
5. To advise and assist school personnel in enlisting community involvement in the development and support of desegregation plans.
6. To advise regarding effective methods of meeting needs and problems incident to the implementation of desegregation plans.
7. To provide channels for school personnel to share with each other their experiences in designing and implementing desegregation plans.

Clarification of the guidelines was provided at two regional meetings, one in Pittsburgh on April 24, 1968, and one in Philadelphia on May 3, 1968, by officials of the Department and the Commission.

To assist in the preparation of desegregation plans and to provide more specific information relative to review of such plans, the Department and the Commission prepared "Recommended Elements of a School Desegregation Plan."

The most intensive opportunity for discussion of issues surrounding desegregation was extended by the Commission and the Department to the 17 districts at the Fourth Annual School Administrators' Seminar at Allenberry on May 19–21, 1968. Sponsoring groups were the Department of Community Affairs, the Governor's Council on Human Services, the National Association for the Advancement of Colored People, the Pennsylvania Association of School Administrators, the Pennsylvania Congress of Parents and Teachers, the Pennsylvania Federation of Teachers, the Pennsylvania School Boards Association and the Pennsylvania State Education Association.

The purpose of the seminar was to explore problems relating to racial imbalance and the development of desegregation plans, to assist school districts in developing strategies for effective implementation of these plans and in achieving more meaningful intergroup education programs. The conference was directed by Dr. Kenneth Benne, professor of human relations at Boston University, assisted by Dr. Dan Dodson and six staff members drawn primarily from the Boston University Human Relations Laboratory.

Each of the 17 districts was asked to send a team of five representing administrative staff, school board, and leaders from the white and black community.

Observer participants from the sponsoring organizations and additional school superintendents whose districts reflected substantial imbalance were also invited. Registration for the seminar totaled 100 with good representation from each of the suggested classifications.

From the above background information, it is apparent that the Department has worked closely with the Pennsylvania Human Relations Commission to eliminate racial imbalance in our schools.

Realizing the increased demands which would be placed on the Department by this action, a proposal was submitted to the United States Office of Education under Title IV of the Civil Rights Act of 1964 to add four professional staff members to the intergroup education program. That proposal was not accepted for funding. It was resubmitted for funding in October, 1969, and was funded February 1, 1970, under Service Contract Order No. OEC–0–70–2469 for $82,417. This contract was renewed on April 1, 1971, authorizing an expenditure for the approved program of $80,316 between that date and March 31, 1972.

At the present time our staff is expanding its contacts with additional school districts that may need our services and working with 25 school districts eligible for funding under the Emergency School Assistance Program. We are working internally to improve the coordination between the emergency program and other federally funded programs such as Title I of ESEA. With improved coordination, we feel we can improve our services at a minimum extra cost.

SUMMARY

Pennsylvania still has much work to do to provide equal educational opportunity for all. We feel we have made a good start with our intergroup education program and our Civil Rights program. A major problem in achieving our objectives is the need for supplementary funding for school districts who are desegregating. We appreciate the assistance we have already received from the Federal Government. Our own school districts have also contributed heavily to the support of the program. Additional funds will be necessary, however, if our efforts to desegregrate are also to result in educational improvement. We ask for your increased financial support and pledge our increased support for a mutually satisfactory resolution of our problems.

Thank you for giving us the opportunity to present our program.

Senator MONDALE. Thank you very much.

EMERGENCY SCHOOL ASSISTANCE PROGRAM

Now have you obtained some funding for some of the school districts under the Emergency School Assistance program in Pennsylvania?

Mr. CARROLL. Yes, sir.

Senator MONDALE. How much have you received approximately?

Mr. CARROLL. I am not exactly sure of the figure. About $0.5 million.

Senator MONDALE. About $0.5 million.

And for what purpose have those funds been spent?

Mr. CARROLL. There is quite a range of activities. In some cases it was found that boys and girls engaging in desegregation activities need certain kinds of supplementary services—teacher's aide, things of this type. In other cases it was applied directly to the reimbursement for transportation cost. In some it was used for remodeling of school buildings where a building was not quite adequate but was in a good location. The emergency funds were used for a variety of services.

PUPIL TRANSPORTATION COSTS

Senator MONDALE. OK.

Is the cost of busing, transportation a big element in the cost?

Mr. CARROLL. Yes, sir, although most busing costs are paid for with local funds.

Senator MONDALE. As I understand the President's position announced last night he intends to seek an amendment to the Emergency School Aid Act to prohibit any funds going toward the cost of busing. If successful, will that be a disadvantage?

Mr. CARROLL. This would seriously curtail our efforts.

Senator MONDALE. Could you elaborate on that?

Mr. CARROLL. As I said earlier, some money in the emergency assistance bill and also a substantial amount of school district funds is going toward the busing of boys and girls in order to achieve racial balance. The authority of the Federal Government and its willingness to use the emergency aid bill strengthens the hands of local administrators.

I think if this was withdrawn we would not only lose the direct contribution of the bill but also the moral support.

Senator **Mondale**. Have you found that that funding and moral support has been of substantial help to you as you work with these school districts?

Mr. **Carroll**. Yes, sir.

Senator **Mondale**. Would any of you others care to comment on this issue?

Mr. **Floyd**. Yes, Senator. I think that as we look at the school districts that have already submitted plans and the 15 plans that have been submitted and approved by the Commission, every single plan had some element of busing involved and for us not to have the opportunity for some reimbursement for the busing cost it would seriously affect the plans already having been approved by the commission and at the same time would possibly affect future plans as well. The school districts in our State are crying to the legislature now that they feel that they need additional funds to make desegregation effective and this is an issue certainly with the Philadelphia School District and the Pittsburgh School District who are already in serious financial trouble.

Senator **Mondale**. Had you been hoping to obtain some Federal assistance here to defray part of the cost of transportation?

Mr. **Floyd**. Well, our experience last year was once the plans were approved by our commission, the school districts could immediately apply to the Department of Education and to the Federal Government for assistance and of the 11 school districts last year having approved plans, 10 did receive some kind of aid under this program.

Senator **Mondale**. That was helpful?

Mr. **Floyd**. Indeed it was. And we will have two school districts that will testify and they will also comment on this. I think that our experience in Pennsylvania though it is not nearly enough, if you look at the amount of money that went to northern schools versus those that went to southern schools for our purposes it is not nearly enough and maybe that is something that you, Senator, can begin to look into also.

Senator **Mondale**. We passed a law calling for national distribution, but it has not been administered that way. I gather that yours is the only institution of its kind in the country which has been moving with the powers that you have to encourage desegregation of schools within your State. Am I correct on that?

Mr. **Floyd**. Yes; we are the only human rights agency that is doing it. New Jersey through the Department of Education does have some responsibility. These are the only two States we are aware of.

Senator **Mondale**. Doesn't the State Department of Education in Massachusetts have authority to withhold funds? And the Department of Education, of course, in New York has taken action on policy positions.

OBJECTIVE OF HUMAN RIGHTS COMMISSION

What you mean is that in Pennsylvania the Human Rights Commission has this authority. What's your objective? Is it quality integrated education—I appreciate that you have responded to this to some extent in your testimony—or is it racial balance?

In other words, are you attempting to achieve some kind of a proximate balance in all schools which is in proportion to the city at large? Is that what you are seeking to accomplish?

Mr. **Floyd.** I will start out. I think that first of all they are inseparable. It's our position you can't have quality education if you have segregation in which it's not providing for all of the needs of a young person. The fundamental purpose of education is to prepare a youngster so that he can function in a democratic society and make his way and we say that it's inseparable.

Many school districts or many educators and others indicate that it's something extra. It should not be something extra.

Mr. **Anliot.** There is not much I would care to add except to make it clear that when we are talking about individual schools in a biracial school system having quality integrated education, we are not talking about every school having precisely the same proportion black enrollment.

We are talking in effect that unless there are specific reasons of time distance travel factors, and there are some, there is no question about it, where a particular school in effect should be discussed from the necessity to reflect its public school enrollment, where the real element, the guidelines of both the Human Relations Commission and the State Department of Education are stressing is that the schools should represent a cross section biracially.

We provide a substantial variations on the percentage by grade span so that in fact we are not rigidly legalistically requiring that everyone must have exactly the proportion of black enrollment in its school system.

Senator **Mondale.** Well, now, when you look for racial balance, are you also looking at the social and economic mix or not?

Mr. **Floyd.** Quite specifically, the authority of the commission does not extend to that. However, I am sure it's accurate to say that the concern of the Commonwealth and of the individual school districts has been that as well. Perhaps Dr. Carroll might want to comment.

SIDE EFFECTS OF INTEGRATION PROGRAMS

Mr. **Carroll.** May I come back to your previous question because I think it's safe to say that many of our urban school systems are decaying and have been for a period of time.

Now a tremendous byproduct of our efforts in integration has been not just head counting kinds of activities but the fact that this is the opportunity to start to shake up the urban school districts, to rejuvenate the educational program.

So we have found that again integration, while it accomplishes certain things from the legal point of view, has given us a tremendous opportunity to provide for rejuvenation of school systems.

Senator **Mondale.** Senator Schweiker.

Senator **Schweiker.** I regret that I was unable to be here earlier but I was involved with 15 other Senators in a press conference on wage-price guidelines. I do apologize for not being here when you first came.

I would like to welcome the Pennsylvania Human Relations Commission as well as the Pennsylvania Department of Education to our hearings and say that I think your expertise will be very helpful to us in trying to come to grips with the problems of urban education. I think that Pennsylvania symbolically highlights the problem in the Northern States which you have been describing and defining here today.

I would like to ask just a couple of questions.

BLACK LEADERSHIP ROLE

Mr. Floyd, I know that Dr. Smith of the Rockefeller Foundation has cited Philadelphia as one of the places where blacks have participated in decisionmaking levels. I just wonder whether there is anything the Human Relations Commission can do to provide leadership training or some backgrounding for people who serve in this capacity. What are your thoughts on keeping this movement going?

Mr. **Floyd.** Could you be more specific, Senator, when you say leadership and decisionmaking? Are you talking about at the board level or are you talking about the staff level? Or what?

Senator **Schweiker.** Well, I frankly feel that we ought to get it into all levels. I was referring to the citation by Dr. Smith which indicates that Philadelphia has done a little bit more of this than some of the other areas. I assume he was talking about board level as well as staff level.

I realize that this is not an easy problem because each local area runs its own show and Philadelphia is unique.

It is unique because many of the States don't have an elected school board. This isn't quite under your jurisdiction but I would like to hear your views.

Mr. **Floyd.** I think there is no question that there has to be more effort made in the leadership capacity and as it relates to school desegregation the thing that we have required with cooperation of the department of education is that the community be involved and we have insisted that the black leadership as well as the white leadership be involved in coming up with a plan and in the ultimate plan as it, you know, unfolds.

As a part of the plan we have insisted that the employment aspect be dealt with, that the school board commit itself and its administrator to going out, seeking out qualified persons of minority groups to bring them into the school system so that they can begin to share in the process.

At the board level, since board members are elected, that is far more difficult to do. Under the employment aspect of our law we can require the recruitment, and so forth, of nonwhites in employment positions but it's far more difficult to deal with at the board level because they are elected from the community.

Certainly that is desirable and we, at every opportunity in working with local communities, point out the fact that as opportunities occur and in some instances mayors and city council can appoint board members or the board itself can appoint board members when there is a vacancy, an unexpired vacancy.

And we have encouraged that consideration be given to the nonwhite community.

Senator SCHWEIKER. Do any of the other panelists want to respond?

Mr. CARROLL. I think there are two things that can be done.

One is that State government itself has to set an example. We have a large number of appointed groups. State board of education, advisory councils, and this sort of thing. We have made a concerted effort to make sure that these advisory committees represent the total composition of Pennsylvania and we found that the contributions made particularly by minority group members have been outstanding.

We have been interviewing people for key positions in the department of education and we have found that there are large numbers of highly qualified blacks that are there waiting to be employed and can be employed.

It's not a matter of training or college programs. That is a part of it. But they are there now and it's a matter of recruitment and placement as well as training.

ETHNIC HERITAGE STUDY CENTERS

Senator SCHWEIKER. Mr. Carroll, you mentioned the racial and ethnic history courses. The higher education amendments, the bill that is coming out on the Senate floor today or tomorrow, I have an amendment to set up ethnic heritage study centers around the country. These centers would single out specific ethnic groups designated by the Federal Government and prepare materials for elementary and secondary schools in minority group histories of all kinds.

This concept is embodied in the Senate bill and amends the elementary and secondary program. I understand an amendment similar to mine will also come out of the House so that I think we have a good chance of setting up federally designated ethnic heritage study centers which can supply basic materials as needed or requested for blacks, Italians, Portuguese, whatever the locale may need and want.

One other thing, and that regards bilingual situations. As far as Philadelphia is concerned, do we have enough bilingual teachers in the field, for example, in the Puerto Rican community or other communities that have that problem.

What's your judgment here?

Mr. CARROLL. First, let me comment on your centers. One of the biggest problems we face in implementing a minority group study program is the lack of scholarly material suited to the appropriate levels.

Our experience with national centers of this type has been good and so I think that what you are proposing would give us a big boost in terms of implementing that State board regulation.

PUERTO RICO CENTER

Pertaining to the Puerto Ricans, not only in Philadelphia, but in Lancaster and Allentown, we have serious problems with boys and girls who come to our schools unable to speak and read and write in the English language. When they are placed in a traditional type public school program they become very quickly educationally disadvantaged.

So we must do everything we can to recruit Spanish-speaking teachers and we have liberalized certain requirements in Pennsylvania to make this possible.

We have tried to provide for transition classes and things of this type so that these young people can be assimilated in. In fact, we even have a center working with Temple University and in San Juan, Puerto Rico, where we take educational teams to San Juan in the summer months in order to become completely familiar with the culture of the Puerto Ricans.

Senator **Schweiker**. How long is that?

Mr. **Carroll**. We are in the second year of that program. We followed that up by bringing people from Puerto Rico here to meet with teachers.

In the Puerto Rico Center we are asking that guidance counselors, principals, and teachers go. We want teams of people there so that we don't have bureaucratic hangups in terms of getting things done in the schools when people get back home.

We have also brought people here from Puerto Rico to deal with this kind of problem so we can get a wider dissemination of the information. I think one of the things Pennsylvania is unique in is that we are enough ahead of our problem that if we can keep going we will stay ahead of them.

Senator **Schweiker**. Unfortunately that was a roll call vote on the campaign spending bill.

We will have to recess until Senator Mondale and I vote and come back.

So if you will excuse us, we will recess for about 10 minutes.

(Recess.)

RACIAL BALANCE

Senator **Mondale**. I am very sorry for the interruption, but I guess it's inevitable these days.

As I understand your answer to my earlier question, you are not seeking a mathematically precise racial balance, you are seeking what might be called substantial desegregation.

And I also understand you to state that your thrust has been directed at racial balance, not social and economic balance, is that correct?

Mr. **Anliot**. Could I comment?

In terms of the authority of the commission, it's clear that it's with respect to matters of racial segregation but I think as a point of fact in the particular school districts which have been requested and submitted and approved and implemented desegregation plans in Pennsylvania, that desegregation in fact has resulted in the kind of educationally valuable, social-economic mix in the schools as a result.

In other words, the proportions of black enrollment in those public school systems with very few exceptions, the proportions of disadvantaged, in relation to the other proportions of the student body has not been great enough to in effect result in desegregation in effect increasing the number of disadvantaged schools but rather has brought that social-economic mix.

Senator Mondale. Have you looked at the Senate-adopted Quality Integration Act?

Mr. Floyd. No, we have not.

Senator, could I supplement what Mr. Anliot has said? You will hear from Dr. Porter of the Harrisburg School District, a really complex system, a computerized system in which they did look at the sex distribution, race distribution, social-economic distribution as well, and placed youngsters in schools accordingly.

Now, in addition to the pupil imbalance situation, we also look at the curriculum, minority group history, the curriculum in all course areas.

In addition to that we look at the employment situation so it's not just the pupil imbalance situation when we deal with desegregation.

WHITE FLIGHT

Senator Mondale. Right.

Now suppose you have a school district of, say, 70 percent black, 30 percent white. If you order racial balance, do you fear white flight?

Mr. Anliot. Sure, there is first the fact of white flight from all of your urban communities for a number of reasons unrelated to schools. That is a fact. So we are really talking about rate of white flight and this is related to rate of white flight.

But the feeling is that if each of the schools were more nearly a cross section of the total community, you don't have that white flight situation of particular schools which are in fact becoming almost entirely one race schools.

Senator Mondale. You don't see white flight as a problem there?

Mr. Floyd. Well, I think that undoubtedly the whites are going to flee when you have a school system that is 70 percent black anyway. You know whites are going. And if the only condition that you have is to leave, one school let's say, of that school district all white or predominantly all white in order to save those whites that you have already in the district, I think that you have a moral question that you have to answer as to whether or not you want to enforce the law or whether or not you want to keep those whites in the district and we have a situation with the Philadelphia School District in which 60 percent of the pupils in the Philadelphia School District are black and 40 percent are white.

Those are rough figures. And our commission as a result of what we felt was a slowness to desegregate issued orders and we now are in court on that. But I think that we have to if we believe that the law is proper and so forth, and would do, we think we have to enforce it.

Senator Mondale. Any questions, Senator Schweiker?

Senator Schweiker. No, sir.

Senator Mondale. Thank you very much.

Our final panel this morning consists of superintendents of schools.

Senator Schweiker. I would like to introduce them, Mr. Chairman, because this also represents the capitol of my State.

Dr. David Porter, Superintendent of Schools for the City of Harrisburg, accompanied by many backup witnesses. I won't introduce them at this time, but he may want to call on them at some point during the questioning period or for any elaboration of his statement. Dr. Porter, we are very delighted to have you here because I realize you are right in the middle of an area which is confronted with this problem. We will be interested in hearing your views and ideas as to how we can help in the Federal Government to meet your situation.

Just go ahead and introduce your people.

STATEMENT OF DR. DAVID H. PORTER, SUPERINTENDENT, HARRISBURG PUBLIC SCHOOL DISTRICT; ACCOMPANIED BY DR. HYMAN HAFFNER, DEPUTY SUPERINTENDENT OF PROGRAM IMPLEMENTATION; BENJAMIN TURNER, DEPUTY SUPERINTENDENT FOR PLANNING; SAMUEL A. EVANS, DEPUTY SUPERINTENDENT FOR BUSINESS; BENJAMIN LOWENGARD, VICE PRESIDENT, BOARD OF SCHOOL DIRECTORS, CHAIRMAN, FINANCE COMMITTEE OF THE BOARD

Dr. PORTER. I certainly want to recognize the monumental work of Senator Schweiker in the area of public education. To the distinguished Senator from Pennsylvania, we want to express our appreciation as educators for the fine work you have performed during your long career in Congress.

With that, I know I am speaking to gentlemen that are very much interested in some of our experiences, our hopes, and our desires.

For the record, I would like to say that the school district of the city of Harrisburg is extremely pleased with this opportunity to appear before the Senate Select Committee on Equal Educational Opportunity.

We bring you today not so much a message of total success but a message of hope. We bring you not the end of racism and bigotry but the beginning of the new human understanding. We bring you the story of 12,000 pupils who are going to have a better chance in life.

If we had been called to Washington 2 years ago, we would have given you a dramatic outline of a de facto segregation in a northern urban school system that was surely dying.

The interesting thing about any testimony we might have given at that time is that we probably would have used all the glowing words available to describe our schools.

We probably would not have admitted to any failure because we probably would not have recognized it.

It's strange the way a school system can die before your very eyes as you mistake the death rattle for the sound of children learning.

This map, that we have to display here——

Senator MONDALE. I wonder if you could bring that out here?

Senator SCHWEIKER. The outline is the city of Harrisburg.

Dr. PORTER. The map depicts the concentration of black population in the city of Harrisburg, the concentration of the white population, and the location of the so-called neighborhood schools in the predominantly black area.

Senator SCHWEIKER. Where is the river there? And north in which way then?

Dr. PORTER. North would be up toward William Penn here. [Indicating.]

Senator SCHWEIKER. To the left? Okay.

NEIGHBORHOOD SCHOOLS AND SEGREGATION

Dr. PORTER. You can readily see that by mandating student attendance at these neighborhood schools we were providing for segregation. We unknowingly were providing that another generation of children would grow into a "class consciousness" that already was destroying the ability for Americans to get along with one another.

The map indicates a section of the school district that included five elementary schools which had school enrollments of from 88 to 99 percent black during the 1969–70 school year.

These are the facts about the social composition of these schools and how they were changed by reorganization:

Benjamin Franklin School had a 97-percent black enrollment. Our proposal was that the reorganization would provide a 56-percent black enrollment at Franklin. We achieved a 58-percent figure.

Downey School had a 99-percent black enrollment. We proposed that it be cut to 58 percent and achieved that figure.

Hamilton School also had a 99-percent black enrollment. However, we were only able to achieve a 64-percent black population in this instance.

Lincoln School had an 88-percent black enrollment and we were able to move that to 62 percent.

Woodward School had a 95-percent black enrollment and that was altered to a 62-percent figure.

Racial imbalance in varying degrees existed in all but two of our 18 school buildings.

The situation that was being imposed upon the school district by housing patterns and social practices was promoting de facto segregation.

Over the years certain schools in our city had developed, rightly or wrongly, reputations of being "good" or "bad" schools.

Teachers and administrators demanded assignments to the "good" schools and many quit rather than be relegated to the "bad."

Years of demands like these helped make sure the claim that some of our schools were indeed "bad" and were getting worse.

The cycle had to be broken.

Therefore, the mandate from the Senate Human Relations Commission to eliminate de facto segregation, though castigated by many, may well have been precisely the right thing at the right time. Not only did it wake us up to our responsibilities in race relations but it made us aware of the educational and administrative flaws that were permeating our entire system.

While the school board was investigating the implications of the Human Relations Commission mandate it became apparent that the district was not fulfilling its responsibilities in developing and delivering modern educational programs.

We were attempting to run "business as usual" in very "unusual" times.

TOTAL REORGANIZATION

We decided to reorganize totally the school system, not only to provide racial balance but to be able to better deliver quality education.

Our plan called for the reassignment of teachers and students in racially balanced proportions to a new system of grade levels.

Prior to reorganization our system was divided into three grade levels. Kindergarten for 5-year-olds through grade six were included in elementary schools. Grades seven, eight, and nine were in two junior high schools and grades 10, 11 and 12 were in the two senior high schools.

The reorganization plan we adopted called for a full-scale program of voluntary kindergarten for 4-year-old children to be included in the new "early childhood centers" along with 5-year-old kindergarten and grades one and two.

Elementary schools now consist of grades three, four, and five. The new "middle school" concept encompassed grades six, seven, and eight and two senior high schools were made up of the top four grades.

We had discovered that there was no possible way to achieve racial balance in our schools and classrooms without an extensive program of busing. We searched and searched for some other way. The quest was in vain.

Therefore the gigantic task of racially balancing the schools and classrooms by mere assignment became larger still when we were faced with the problem of getting the children to and from school.

Busing. It's an expensive word that many people can't relate to quality education.

Suburban and rural school districts all over America bus students back and forth to school and very few complaints are heard. Bus students to achieve racial balance and often the accompanying roar is from human throats and not internal combustion engines.

We had to bus students and we knew it. There was no other way.

Therefore we had two major items in front of us: Where to assign the child; whether the child would walk or ride to school.

USE OF COMPUTER

Whether the child would walk or ride to school.

Throughout the early summer months information regarding a student's achievement level, race, sex, and economic status was fed into a computer. After several false starts, the button was pushed that gave us individual student assignments for schools buildings and classrooms.

Each student assignment was reviewed by the district office and minor adjustments were made so that brothers and sisters in the same grade level would not be separated.

Calculations with regard to distance from home to school then determined which children would ride buses and which would walk.

We had budgeted transportation funds which would provide bus schedules for the State mandated minimum distances. We soon discovered though that those minimums were devised by legislators who were thinking only in terms of rural or suburban districts. We had to alter drastically our bus schedule to meet the safety needs of an urban environment and when we did we found no State or Federal dollars to help pay for the service.

COST OF REORGANIZATION

The biggest problem we have experienced with the reorganization of the Harrisburg schools is "unanticipated cost." Even if it could have been "anticipated" the "cost" itself is problem enough.

The expense for busing last year was projected between $250,000 and $300,000. This would have been more than double the transportation cost of the prior year.

After altering our transportation system for all the nonmandated but necessary safety precautions we spent more than $450,000 on our bus program last year. Our expenditures for the coming year are projected at $515,000.

Two years ago there was no budget category designated as "security"—but last year we spent $41,000 in that area. Next year the cost is expected to be $65,000.

Two years ago we were conducting minor experimental elementary school lunch programs. Reorganization forced a full-scale lunch program for elementary and early childhood centers that cost $123,000 and next year will cost $127,000.

Costs of extensive "inservice" training for our professional staff must be considered a part of reorganization. Teachers had to be trained in what to expect in the way of behavior patterns of both students and teachers and how students were affected by teacher response. We had to retrain teachers in new classroom techniques to avoid resegregation within the classroom.

New curriculum materials are desperately needed but we have been forced to cut back in this extremely vital area. We just don't have the money.

Here are $250,000 worth of curriculum needs that cannot be met because they are not in the budget. We have had computer rental charges that are running at about $40,000 a year.

Add to these increased costs for reorganization the fact that the Harrisburg schools are experiencing a diminishing return from existing local and State taxes and the economic burden becomes a backbreaker.

For the fiscal year that began on July 1, we cut back spending by more than $220,000. We did it by eliminating very desirable elements of a quality educational program and budgeted for only the items that are necessary to open the doors of the system on September 8.

Even with those austerity measures the district was forced to raise real estate taxes by 2¼ mills and levy a new $15 flat tax on every adult resident of Harrisburg.

The reason for the need to raise taxes while cutting back spending was the fact that the district had started the previous fiscal year with a surplus of more than $700,000 which had been gobbled up by these "anticipated" and "unanticipated" costs.

NEED OF ADDITIONAL FINANCIAL SUPPORT

The requirements of Federal agencies for the elimination of segregation so that a district may continue eligibility for Federal programs and the mandate for desegregation from the State Human

Relations Commission place heavy financial burdens upon any school district with no promise of additional State or local support.

Our point is not that the requirements are outrageous and therefore others should help pay the bill. Frankly we think the requirements are morally, constitutionally and educationally right and good. However, the dollar cost of meeting these requirements is a responsibility that must be shared by every level of government.

So that this committee not be misled into a belief that we are turning solely to the Federal Government for relief, I would like to point out that we are taking our story to the highest echelons of State government.

The fate of State subsidies for local school districts is at this very moment being debated in the Pennsylvania Legislature. And while we were very heartened on our trip down here we were certainly discouraged by the headlines in our own paper that our own State legislature is still at a stalemate in a subsidy to come to our schools, leaving an unknown quantity as to how we are to progress and plan.

There were other distressing headlines mentioned by the committee chairman a little earlier in this hearing this morning. This one critical item has delayed the enactment of a State budget for the current fiscal year.

We need help. We need it badly. If we are going to see a rekindling of pride and enthusiasm for the American way of life, we have got to make education work. We have got to attack the problem in the cities and we have got to start now.

Hopefully we are not too late.

MEASURES OF ACCOMPLISHMENT

Someone here or elsewhere will demand of me as they have in the past—"Prove it. Prove that educational achievement in the Harrisburg schools is greater now than it was 2 years ago."

That is impossible. It will be impossible to make statistically accurate comparisons for at least another 4 years.

Then, how do we know it's working and what evidence do we have that we're not driving people from our city?

We know that the system is not driving people from our city because of this one impressive point:

The district's kindergarten program for 4-year-old children is strictly voluntary. It was started as an experimental program 2 years ago.

Three hundred and eighty-five children were enrolled in that first year of a program of education that involved total racial balance and busing. Last year the program nearly doubled to an enrollment of 717. The preschool registration for this fall indicates that 968 4-year-old children will be participating in a voluntary, racially balanced educational program.

If anything it looks like our school population may experience some increase in the next few years.

Of course, there is some flight to the suburbs by white families, but the outmigration is nowhere near what opponents of reorganization predicted or even what supporters expected.

The racial composition of the kindergarten program for 4-year-olds for the upcoming September term shows that for the first time in years, we will have more white children entering the program than black. The actual registrations for this fall indicate that, of the 968 students expected in this voluntary program, there will be 50.5 percent white students.

We know that the system is working because we live with it every day.

We have seen the lid about to blow off two junior high schools and have seen the change in students and administrators as we moved to the middle school concept.

There are still problems with student control and discipline but now the answers are within our grasp.

You had to witness firsthand the fact that 2 years ago students and teachers were merely accepting a certain methodical, dullness about education. Students went to school not really to learn and teachers not really to teach. It was merely a place you were supposed to be for 5 days of a week.

The change has been dramatic.

Walk into an early childhood center or an elementary school and look at the faces, hear the sounds, watch the kids at work and play.

You can't show it on paper yet, but down inside you know it's working.

Ask me why I think we have had success and I'll point to nine men and women who sit on the board of the Harrisburg City schools.

I believe that any school district that engages in posturing through the courts or news media to gain temporary public popularity is merely asking for trouble.

Demagogues will slam the door to public education on children of all races.

Public support for education begins in the boardroom.

I thank God that Harrisburg school board had the men and women who realized that fact.

We certainly thank you for the opportunity to bring this to your attention this morning.

Senator Mondale. Thank you very much.

Senator Schweiker.

Senator Schweiker. Thank you, Mr. Chairman.

I certainly was quite interested in your statement. I think it dramatically shows a very hopeful story.

TRANSPORTATION COSTS

I would like to ask a couple of questions. On page 6 of your testimony, Dr. Porter, you said that you had to make some alterations in your busing schedule for safety factors?

Dr. Porter. Yes.

Senator Schweiker. And with that your cost went up to about $450,000. This compared with what prior to your reorganization of schools? In other words what was the level of busing cost before your reorganization plan?

Dr. Porter. Mr. Evans, do you want to address yourself to that?

Mr. Evans. You will find that on the final page of the report showing $124,000 versus $453,000.

Senator **Schweiker.** I see. You have a table here, $124,000 to $514,000 for the coming year.

Mr. **Evans.** May I call your attention to the monitors for 1969–70. This was the safety factor you spoke about for the monitors on the buses, monitors are those adults that are assigned to each bus for safety control. One bus has one monitor that is more or less a supervisor on that bus for the safety of those children.

Mr. **Turner.** Senator, rather than try to provide just minimal convenience and comfort, we felt that it was necessary for every bus to have a supervisor whose primary purpose would be to watch and supervise children. We felt that a bus driver keeping his eye on the road could not do both, so in order to assure our children maximum safety we provided monitors.

Senator **Schweiker.** I see that that particular item has decreased for the coming year. What would be the reason for that?

Mr. **Evans.** What we tried to do for this coming year was to involve some of the bus monitors as teachers aids. As a result we could reduce that cost.

Senator **Schweiker.** Making double use of some of your personnel?

Mr. **Evans.** That is correct.

Dr. **Porter.** In many typical rural areas the custodial staff doubles as bus drivers.

SECURITY PROGRAM

Senator **Schweicker.** Two years ago you had no budget category for security. Last year we spent $41,000, this year $65,000. I wonder if you would describe the nature of it and what they are doing under this category.

Mr. **Evans.** These are monitors in our schools, monitors in the lavatory facilities and things such as this; the monitors and safety people around and in some of our schools.

Senator **Schweiker.** Now, you are not talking about busing, you are talking buildings. How is that program working out?

Mr. **Evans.** Very well.

Dr. **Porter.** I think that deserves a little more interpretation at this point. As you go from what had been supposedly a normal situation to where you bring about this emotional change, we have learned from some of the experiences in other districts that we should attempt to prevent problems rather than wait until they developed and perhaps got out of hand. We hope someday that this item will be eliminated as people get adjusted to living in these situations.

Senator **Schweiker.** You felt a changeover was a necessity?

Dr. **Porter.** Yes. We certainly want the people in your capacity as you study these problems to see, as those of us see, that there are some requirements necessary as you make these changes.

PUBLIC ACCEPTANCE

Senator **Schweiker.** Mr. Lowengard, as a school board member, could you give us a picture how you feel the public has accepted the problems that remain in this program?

I know we have had some racial strife in Harrisburg and I think you might relate it to this problem.

Mr. LOWENGARD. I don't want to sound like the chamber of commerce. I would say as far as racial strife within our school, I would state it certainly lessened. Whether that is because of busing or because we started the middle school I cannot say. I think the incident you refer to was 2 or 3 years ago at the high school.

Senator SCHWEIKER. That was prior to this program?

Mr. LOWENGARD. That was prior to this. So I would say we really have had much less. As to how the public feels about it, I don't think it has changed anybody overnight, but I think it has been well received, and I would say while it is well received, I think it has been a help that the school board, the leadership at the top, was for this thing.

We were not going in and fighting the Human Relations Commission saying, "No, you drag us into court and then we will see what we do." I think positive actions is a help. Maybe this is a digression, but if we got a positive push federally from people in authority, it would help us down at the local level.

If the man in the street looks to State and Federal leaders and they say this is the thing to do, it is going to help us.

The one thing I would say what they don't like is this factor of cost. You know, they say, you are paying $500,000 for busing and it's causing taxes to go up.

Senator SCHWEICKER. What is your total budget now, $500,000 would represent what?

Mr. EVANS. About one-twenty-eighth.

Mr. LOWENGARD. This is the hard part to sell, that busing is a part of quality education. You have to believe it. People say, well, if we didn't spend this $500,000 you could get a new textbook or something like that.

Senator SCHWEIKER. You feel, too, that racial tensions have markedly decreased since you have engaged in the new reorganization structure? I am talking about schools now.

Mr. LOWENGARD. Well, they haven't increased.

Dr. PORTER. I think there is a very important point that we want to make to you, Senator. An urban community is naturally an established one and new requirements are more difficult to meet.

Cities have been the base of large groups of people for a long time so that any changes affect long established situations.

BUSING PROGRAM

Senator SCHWEIKER. What would be the longest that a pupil would have to ride on a bus?

Mr. EVANS. Fifteen minutes.

Senator SCHWEIKER. And if you were to bus from one—and I don't know your busing pattern—but I think the committee ought to understand a little bit of the geography of Harrisburg because it is fairly well consolidated. If you were to bus from one end of Harrisburg to the other, it would be about how long a trip?

Mr. EVANS. Time, 15 to 20 minutes. Harrisburg is about 5.47 square miles.

Dr. PORTER. I think we can leave a very dramatic picture with you. It would be like asking 4-year-old children in the city of Washington to go to another building. Harrisburg being a capital city, we haven't the size but we have the problem of children trying to cross traffic lanes that are very dangerous. We are smaller in size but have the traffic problem of massive amounts of people coming into a capital city.

Mr. Evans, would you just give them the distances for busing which we assign our children. I am sure our parents would not be as happy if we exposed children to not only a change in school assignment but were not extra careful about the security of the children.

Mr. EVANS. We at the present time bus all the K–4 students. A child that lives three-quarters of a mile away from elementary school and 5-year-old kindergarten is bused to school.

Senator SCHWEIKER. You would have a comparison figure as to what your average busing time is before you set it up this way and what it was before?

Mr. EVANS. I am sorry, I do not.

Senator SCHWEIKER. Those are all the questions I have.

Senator MONDALE. Thank you, Senator.

Dr. PORTER. Senator Mondale, you may want to know that we made a second move in the city of Harrisburg just this year. This year we found it necessary economically and in keeping with the integration program to merge our two senior high schools. We now have one building that will be for grades 9 and 10 where all the children of the city go to that building and grades 11 and 12 to the other. We did that with a most remarkable adjustment accepted by parents, students and all other interested people. We are as close as anybody to the experts in the Pennsylvania Department of Education and they have assisted us wherever and whenever it has been possible. However, there are areas where they have no assistance to give. The major area is in funding.

Senator MONDALE. You say you have had little white flight. You are into the second year of that program?

Dr. PORTER. There appears to be at this early concept of 4-year-old kindergarten evidence that contradicts what had been the forecast. For the first time we are seeing there are as many whites as blacks.

ACADEMIC ACHIEVEMENT

Senator MONDALE. You indicated that it is too early to have data on achievement but what is your professional judgment? Do you feel that there has been improvement in achievement levels?

Dr. PORTER. Yes; that is my professional judgment. I would want that supported by two of our other experts here, both Mr. Turner and Dr. Haffner who perhaps can give it further support——

Dr. HAFFNER. Our statement with regard to the 4-year span relates to the fact that K–4 commenced last September. We would like to make an indepth longitudinal study with regard to this particular group so that we can have material which is above reproach. We can make comparisons statistically from year to year as we do achievement testing and we have found no appreciable decrease in the learning of any children and no significant increases. There has been about the same at this point if one takes a year's study which I think is invalid in the first place. But a longitudinal study I think will provide us with the kinds of information we are seeking with regard to achievement. We have also taken some significant steps in not only the organization of the school structure but the entire curriculum input of the staff resulting from these orders which Dr. Porter mentioned previously. This is a result of work which began last year by curriculum task forces from within the district and this is their first go around. They will be reactivated come September because we intend to continue this intensive study of our educational program.

Senator Mondale. So at this point you don't have data which would suggest either an improvement or a deterioration on the basic skill comprehension——

Mr. Turner. At this point we will have to give you a qualified "no" but it is a qualified "no" in terms of an expectation. We have made some preliminary runs and we are getting into the whole business of measuring and pre- and post-testing in the general areas. I would suggest that at the end of this year we will be able to have a significant amount in our data bank to back up the feeling that we have that educational accomplishment improves and this will be at all of the levels. In other words, I am almost extending an invitation for a kind of a thorough program audit because I think we can back this up.

FACTORS IN IMPROVEMENT

Senator Mondale. What would be causing the improvement, if you have the same teachers and school systems?

Mr. Turner. A number of factors are involved. Obviously you have to plan for a qualitative change as well as a quantitative change so the fact that Dr. Haffner has involved over half of the teaching staff in curriculum development and building—the staff development programs that he has developed, the reorganization of curriculum—these things contribute. There has been some help from the Federal Government and I think that we would be remiss not to mention it in terms of the Emergency School Act. This help came in a rather limited fashion but it did give us seed money to draw our attention to certain areas based on the learning styles of children and therefore the teaching strategies that should be applied against them. We think that if this seed money can be further nurtured we will get a leg up on this problem of achievement that can be measured, demonstrated, and then submitted for the record.

Senator Mondale. How much money did Harrisburg school system get under——

Mr. Turner. $50,000 and a backup guarantee of an additional 25.

Senator Mondale. What was that money principally used for?

Mr. Turner. To take a good look at the concept of the middle school which was one of the innovations. Really, it gave us an idea that if we took enough money and paid enough attention to just what the children who go to middle schools are like, that we would be able to learn something from this. It is kind of a laboratory thing and based on what we would learn we would develop our teaching strategies. The second and third components were: An elementary classroom management experience whereby we involve a number of key teachers at the elementary level to take a look at the learning styles of children and develop strategies to help teachers. The other was a student leadership cadre at the secondary level where we took student leaders and brought them together to work on the problems of desegregation and what the schools and school behavior should be like.

Dr. PORTER. I may want to interpret the question just a little differently. None of our schools are the same. The staff is not the same and the students are not the same. We didn't take pairing of schools because if you do that you stay too close to the social-economic areas. So we identified our children according to academic achievement, according to race, according to sex and social-economic status. Now all buildings have a composition of a typical cross section of the city. You have to have it in a computer because you cannot do this with manpower alone. Certain buildings had developed into imagination pictures and maybe real pictures where no teachers wanted to teach there. You had all your experienced teachers in select buildings. So teachers the same way: 700 teachers were put into a computer according to race, sex, experience, training, so that each building now has to take its fair share of the responsibility of training new teachers and no one building has all the experience and the inexperience and so I think you have to see there was a dramatic change both on student body and on teachers in terms of bringing about a whole new school system.

PRESIDENT'S STATEMENT ON BUSING

Senator MONDALE. Do you have a viewpoint on the President's statement yesterday that we should keep busing to the minimum and that he would seek to amend the Emergency School Aid Act to prohibit any funds for busing?

Dr. PORTER. Naturally I interpreted that with a bit of emotion because I respect the leadership that we have, both on the State and national level. I think when we can dramatically show you that these neighborhood schools in here where elementary children live and eat and sleep, and they are 99 and up in the high percentages of black, and over here are where the schools are that black children must go to if they are going to be in an integrated society—and you can't walk them. The only thing you can do is bus them. So that busing is always the lowest on our priority list of the things we look to do, but it becomes high on the priority when you carry out the principles of what we are engaged in in American today, trying to make a society that can live together. If there is a way of working out these problems without busing I would be glad to have anybody from HEW or any group come in and assist us in Harrisburg and eliminate that busing. That money would then go back to pay for other important educational needs. Until either the Federal Government or the State government gives us extra money for transportation per se we are going to be in trouble.

We have tried to show without laboring the point that locally we are putting forth every effort that is humanly possible to put forth in Harrisburg. We are using all the tax revenue possibilities that our

State Legislature gives us. Our tax millage on real estate is comparable to any of the highest in our suburban areas, meaning that we are putting forth a local effort as best we can. I wouldn't want it to be that I am criticizing the leader of the United States, but I am saying that if there is a better way of doing it we would like to have the solution from the people who say they can do it.

Senator **MONDALE**. You are not aware of a better way?

Dr. **PORTER**. We are unware of it. I would like anyone of our people here from the board member on, to indicate whether he is aware. We are unaware of any way to do it.

Mr. **LOWENGARD**. I can't understand how if you go to every community in the United States with a black population—the same as Harrisburg does—it is impossible to do it without busing. So then you wonder whether the persons who are always against busing—are they truly putting the high priority on the integration of the schools?

Senator **MONDALE**. I don't believe the President opposes support for traditional busing, as I read his statement.

Mr. **LOWENGARD**. It is busing for integration.

Mr. **LONG**. You can't integrate without busing, that I can say.

Senator **MONDALE**. Thank you very much.

Senator **SCHWEIKER**. No more questions.

It has been very helpful.

Dr. **PORTER**. Thank you. You have been very patient.

Senator **MONDALE**. Our final witness this morning is Dr. Harry Faulk, superintendent of the McKeesport area schools.

Senator **SCHWEIKER**. This seems to be an all-Pennsylvania day and I welcome Dr. Faulk very much. I know we look forward to hearing his experience and his practical views on the problems in his area.

STATEMENT OF HARRY R. FAULK, SUPERINTENDENT OF SCHOOLS, McKEESPORT AREA SCHOOL DISTRICT, McKEESPORT, PA.

Dr. **FAULK**. Thank you, Senator Schweiker and Senator Mondale.

The McKeesport Area School District is comprised of the municipalities of the city of McKeesport; the boroughs of Dravosburg, White Oak, and Versailles; and the township of South Versailles. There are 10,500 students enrolled in the schools of the McKeesport Area School District. The total population is approximately 55,000 with about 35,000 persons living in the city of McKeesport.

The Pennsylvania Human Relations Commission cited the McKeesport Area School District in 1968 for racial imbalance in its schools. The reason for the citation was the Shaw Avenue Elementary School, which had a black population of 83 percent of the total school population or 500 black students and 100 white students for a total of 600 students. With the exception of one elementary school where black students comprised 35 percent of the population, the other elementary schools had very few or no black students.

The school district has two junior high schools. At the time of the citation by the Pennsylvania Human Relations Commission, one junior high school had a black population of about 19 percent and the other had a black population of less than 2 percent.

One of the recommended elements of a school desegregation plan distributed by the Pennsylvania Human Relations Commission reads as follows:

> How nearly does the desegregation plan bring the percent Negro pupils in each building to within 30 percent of the percent Negro pupils among the buildings of the same grade span?

In the McKeesport Area School District, on the elementary school level the black population was about 15 percent. This meant each elementary school should have a black population of 10 to 20 percent. On the junior high school level, the black population was about 13 percent so each junior high school was to have a black population of 9 to 17 percent.

RACIAL BALANCE PLAN

While the school district was in the process of attempting to develop an acceptable plan to achieve racial balance in the schools, professional personnel of the staff of the Pennsylvania Human Relations Commission were available for consultation by the staff of the McKeesport Area School District. This consultant service was invaluable in assisting the school district to develop a plan that was acceptable to the commission. Another source of great aid to the school district was the office of intergroup education of the Department of Education of the Commonwealth. Personnel from this office were helpful in orienting the professional staff of the school district to the educational and community facets of planning for and implementing a design for racial balance.

The racial balance plan that was implemented in the McKeesport Area School District called for the two junior high schools to be racially balanced over a 3-year period. Each entering seventh grade would be balanced so in 3 years the two junior high schools would achieve racial balance. This year, 1971–72, will be the third year of the racial balance plan, and this year, both junior high schools will have black populations of about 13 percent.

Racial balance in the elementary schools was achieved by decreasing the size of the attendance area of the Shaw Avenue School and transporting 362 predominantly black students to all of the other elementary schools. This left 139 students in the Shaw Avenue School. To bring the Shaw Avenue School enrollment up to 300 we got 161 predominantly white students to volunteer to attend the Shaw Avenue School.

MODEL SCHOOL

In order to attract 161 students to the Shaw Avenue School, we made it into a model school with a wide variety of exciting and interesting programs. The Elementary Education Department of the University of Pittsburgh cooperated with the McKeesport Area School District in the development of the model school, which is being used as a teacher training center by the university. I might mention at this time that we have a list of students from the city of McKeesport waiting to enroll in the model school. We saw the citation to integrate the schools as a great opportunity to improve education.

ACHIEVEMENT LEVELS

Two of the most asked questions prior to implementation of the racial balance plan were: Will black students achieve better in an integrated school? Will the achievement of white students suffer as a result of black students attending the predominantly white schools? We have now completed 2 years of operation as a racially balanced school system. Our test results show that the achievement of the white students did not suffer as a result of racially balancing the schools. In fact, there was no change at all.

On the other hand, a study of a group of black students who completed the sixth grade this year revealed some interesting findings. Test results from the Iowa Test of Basic Skills were available for these students over a 4-year period covering grades three, four, five, and six. These students spent grades three and four in the Shaw Avenue School which had a predominantly black student body. The average gain in achievement from grade three to grade four was 6 months. But when the students were tested at the end of grade five, after 1 year in a racially balanced school, the average gain was over 9 months. Then again, when tested at the end of sixth grade, the average gain was over 9 months. To put it another way, the same students in an integrated school had an average achievement of over 9 months in a school year, compared to an average achievement of 6 months in a school year when they were in a predominantly black school.

Senator **MONDALE**. In other words, in the previous situation they were achieving at a rate of a half a year per year so they were slipping behind in basic skill comprehension?

Dr. **FAULK**. That is right.

Senator **MONDALE**. Now they are slipping behind a quarter of a year.

Dr. **FAULK**. No, they are right on schedule now. We figure 10 months in a school year.

Senator **MONDALE**. They were slipping behind four-tenths of a school year before?

Dr. **FAULK**. Right.

Senator **MONDALE**. Now, they are slipping behind one-tenth.

Dr. **FAULK**. Less than one-tenth, that is right. These data would tend to support the premise that black students achieve better in an integrated school than in a racially segregated school.

Schools everywhere are marked with a great deal of tension and disruption. This seems to be especially true in schools with a significant number of black students. At McKeesport we have a relatively calm and quiet situation. We have no evidence to support any reason one might advance for this. However, one might assume that all of the community work that went into the development and implementation of the plan for racial balance helped build a climate conducive to the settlement of differences through negotiations rather than through violence.

FEDERAL FUNDS FOR TRANSPORTATION

One of the chief objections to the racial balance plan was the use of local tax money to transport students to achieve racial balance. The McKeesport Area School District receives a substantial allocation of funds under Title I of the Elementary and Secondary Education Act and the cost of the transportation, about $20,000 per year, is paid from these funds. This is only for transporting the students who are involved in racial balance. The use of Federal money for transportation silenced those who objected to using local tax money for this purpose.

TEACHERS ATTITUDES

Of all the problems related to implementing a racial balance plan, teacher attitude, and understanding is the most critical. Many teachers have had little or no contact with black people. As a result, they do not understand the life style of black people. This lack of understanding is the source of most of the problems that arise in a school where black students are enrolled. This is the area that needs the greatest attention if schools are going to educate black students successfully. Substantial Federal funds are needed to finance intensive inservice education programs for teachers. These inservice education programs must enable teachers to become more aware of the culture, motivations, and attitudes of black people. A didactic approach will not accomplish this. I can illustrate some of the lack of understanding with a story from a black principal. He had been in one of our schools for about 2 weeks as a principal. There were no black nonprofessionals in the school. At the end of the second week a little girl went home and said to her parents, "We have a black janitor in the school and he is running the whole place." This story was told to a group of laymen and teachers and they laughed, just as we laugh now. But they didn't see the implication of this: the little black girl, because of her own low aspiration level, could not envision a black man as principal of a school. Teachers generally don't understand aspiration levels and what needs to be done about them.

The McKeesport Area School District received a grant under the Emergency School Assistance Act and used much of it to attempt to help teachers better understand black students. Some of the money was also used to help students of different races learn to live together through an interracial camping experience lasting 3 days and involving discussions between black and white people under very competent leadership. We took about 70 people on each experience and we did this five times. Two things that came out of this very clearly were that the students could get along together but that the teachers had a difficult time relating to black students. Hopefully, additional Federal money will be available to enable use to continue these efforts.

Education in the McKeesport Area School District has improved for both white and black students as a result of the racial balance program. Unfortunately, no one can deny that if the Pennsylvania Human Relations Commission had not directed the McKeesport Area School District to bring about racial balance in its schools, nothing would have been done. It was too easy to maintain the status quo. The experience in the McKeesport Area School District and other school districts in Pennsylvania points out very vividly that someone must speak out. Because the commission spoke out to the McKeesport Area School District, education for black and white students has become a richer and more meaningful experience.

Senator MONDALE. Senator Schweiker?

Senator **Schweiker**. Thank you very much. I appreciate your statement. I have no questions. I think your statement is very clear and very helpful to us.

ACHIEVEMENT OF BLACKS VERSUS WHITES

Senator **Mondale**. You had figures on the improved achievement levels for blacks. Do you have comparable figures of what has happened to white students?

Dr. **Faulk**. Yes. Our figures show there is no decrease in achievement. They are achieving at the same level now as they were prior to the racial balance plan.

Senator **Mondale**. What is the achievement rate of the average white student?

Dr. **Faulk**. It averages about a year per year. In other words, it is about 10 months for every year in school.

Senator **Mondale**. What is your per capital expenditure?

Dr. **Faulk**. Around $900 per pupil.

Senator **Mondale**. If I understand it, then, if your projections are correct, at the end of 12 years a black student in an integrated setting would be 3.6 years ahead of where he would have been in a segregated school, that is, he gains three-tenths of a year per year.

Dr. **Faulk**. This would be about right.

Senator **Mondale**. If you were to buy that at the rate of $900 a year, that is worth $3,000 per pupil in basic skill comprehension.

Dr. **Faulk**. That is right.

Senator **Mondale**. Did you get some emergency school money?

Dr. **Faulk**. Yes; we did. We received about $31,000.

Senator **Mondale**. What did you use it for?

Dr. **Faulk**. We used some of this money to give inservice training programs to guidance counselors so they could carry on group discussions with students on black-white issues. We used some of it to improve the activity program in the schools, primarily relating around the kind of activities that would involve both black and white students. We used some of it for consultant services on improving the instructional program in terms of team teaching, individualized instruction, and this sort of thing. Then in one school we used it to add an additional staff member in order to go from a conventional junior high-school of 1,500 students to schools within a school. By adding one person we were able to create a principal for each school of 500 so we have broken this school down into three schools of 500, which we think will be good.

TRANSPORTATION COSTS

Senator **Mondale**. Would you say that your biggest expenditure, additional expenditure, was in the transportation field?

Dr. **Faulk**. Not in our case because it was only $20,000 and that wasn't the largest expenditure.

Senator **Mondale**. How do you account for such an amount?

Dr. **Faulk**. Primarily because in creating racial balance in McKeesport, the only students involved were in Shaw Avenue, which would be about 360. We had to transport those students out. We already had some buses running and were able to put some of those students on existing runs. Then, the other expense was transporting students who volunteered to come to the model school at Shaw Avenue. Here again, some of them were able to ride on existing buses. We also had to set up new bus routes to the other junior high school. The total cost of the increased transportation was about $20,000.

Senator **Mondale.** In your situation where the children in the black school were bused out——

Dr. **Faulk.** Right.

Senator **Mondale.** By school district order. But the whites that were bused into the black areas, the model schools, came voluntarily. Were there some complaints about that?

Dr. **Faulk.** No, I think it is very important to keep in mind that before we instituted the plan we went into the black community and got its support for the plan. Also, each school that sends youngsters into the model school does so on an allocation basis. The black students who were transported out to these various schools could volunteer to come into the model school and become part of that allocated number if they chose to.

Senator **Mondale.** I think you said you had a surplus request for the model school?

Dr. **Faulk.** Right.

Senator **Mondale.** How many of those are black?

Dr. **Faulk.** In terms of number?

Senator **Mondale.** Yes; if you know.

Dr. **Faulk.** Very few.

Senator **Mondale.** So your impression is the black community stands behind this program?

Dr. **Faulk.** That is my feeling.

Senator **Mondale.** What is the percentage, again, of our black to white?

Dr. **Faulk.** In the school district it is roughly 15 percent.

Senator **Mondale.** 15-percent black?

Dr. **Faulk.** 15-percent black.

Senator **Mondale.** Thank you very much. I would like to ask more questions but it is now 12:30. Thank you very much for being with us. The committee is in recess, subject to the call of the Chair.

(Whereupon, at 12:35 p.m., the Select Committee was recessed, to reconvene at the call of the Chair.)

APPENDIXES

Appendix 1

MATERIAL SUPPLIED BY THE WITNESSES

FROM DR. DAVID H. PORTER

A PLAN FOR QUALITY DESEGREGATED EDUCATION

FOR THE HARRISBURG CITY SCHOOL DISTRICT

Submitted by

RESEARCH FOR BETTER SCHOOLS, INC.
1700 Market Street
Philadelphia, Pennsylvania

(215) 561 - 4100

To the

BOARD OF SCHOOL DIRECTORS

OF THE HARRISBURG CITY SCHOOL DISTRICT

April 29, 1970

6222 |

REORGANIZING THE HARRISBURG PUBLIC SCHOOLS

A Plan for Quality Desegregated Education

April 29, 1970

Submitted by:

CENTER FOR URBAN EDUCATION
NEW YORK, NEW YORK

in fulfillment of the contractual obligations to

RESEARCH FOR BETTER SCHOOLS, INC.
PHILADELPHIA, PENNSYLVANIA

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April 29, 1970

Board of School Directors
Harrisburg City School District
1201 North Sixth Street
Harrisburg, Pennsylvania

Dear Board Member:

The material which is included in this report describes the plan Research for Better Schools, Inc. is submitting for quality desegregated education in the Harrisburg City School District.

RBS accepts full responsibility for the plan and report. However, neither the plan nor the report necessarily reflects the views of the Corporate Board of Directors or RBS. The Center for Urban Education, under a contractual relationship to RBS, developed the plan and report. The Center and its staff are to be commended for their efforts in this task.

The information contained in the report is presented to the Board for its review and judgment. If, in arriving at or after its review and judgment, the Board decides to disseminate the report to its internal and external publics and if the authorship of the disseminated report is to be attributed to RBS, no changes or deletions in the report are permitted. In other words, if the Board decides to disseminate a revised or edited version of the report, authorship must be attributed to other than RBS.

A major purpose of the report is to promote open discussion of educational excellence, racial balance, equity, stability, and economy at many levels in the District, including Board members, administrators, teachers, parents, community groups, and pupils. The plan and report have been designed to promote such discussion.

The Harrisburg City School District has indicated a commitment to desegregation of its schools. Hopefully, this report will be accepted in the spirit intended, namely that of providing a major step toward the attainment of educational excellence for all pupils in the District.

Sincerely,

James W. Becker

James W. Becker
Executive Director

PREFACE

This report is addressed to the task specified for Research for Better Schools, Inc. (RBS) as follows:

> "RBS shall prepare and present to the Board for its consideration a written plan for the systematic racial desegregation of the Harrisburg Public School System."

The data-gathering and study which must precede the preparation of such a plan have been completed, and the plan has been written. The purpose of this report is to present the plan to the Board for its judgment and review.

OVERVIEW

This report contains five main sections. In the first section, the plan for quality desegregated education is described. This description entails two parts: (1) those recommendations which are to be put into effect by September of 1970; and (2) those recommendations which are to be implemented between 1971 and 1974. The second section explains what the plan is designed to achieve: educational excellence, racial balance, equity, stability, and economy. The third section explains how students will be assigned to schools in the recommended plan and gives an estimate of the percentage and number of pupils to be bused. In the fourth section, recommendations are made concerning the steps that the District should take to prepare for the implementation of the plan. The fifth section contains a map which graphically outlines the plan for quality desegregated education.

TABLE OF CONTENTS

SECTION PAGE

I. THE PLAN 1
    Part One 1
    Part Two 2
II. WHAT THE PLAN WILL ACHIEVE 3
    Educational Excellence 3
    Racial Balance 5
    Equity 7
    Stability 8
    Economy 9
III. HOW STUDENTS WILL BE ASSIGNED 11
    Early Childhood Centers 12
    Elementary Schools: Grades Three Through Six 14
    Intermediate School: Grades Seven and Eight 17
    Comprehensive High Schools: Grades Nine Through Twelve . . 17
    Conclusion 17
IV. PREPARATORY STEPS 19
    Staff 19
    Students 20
    Parents 21
V. MAP ILLUSTRATING THE PLAN FOR QUALITY DESEGREGATED
    EDUCATION 22

LIST OF TABLES

TABLE PAGE

1. ESTIMATED TOTAL BUSING REQUIRED BY GRADE 13
2. SUMMARY OF PROJECTED SECOND GRADE - 1970-1971 15
3. SUMMARY OF PROJECTED GRADES THREE THROUGH SIX - 1970-1971 . 16

SECTION I

THE PLAN

The following two-part plan is recommended for the Harrisburg City School District. The first part is to be put into effect by September of 1970. The second part is to be implemented between 1971 and 1974.

Part One

1. Two Early Childhood Centers, to include four grades - pre-kindergarten through second grade. One Center will use Riverside, Camp Curtin and Cameron; the other will use Foose, Shimmell and Lincoln.
2. Eight elementary schools, generally clustered together, to include children in grades three through six. These schools are Marshall, Downey, Steele, Hamilton, Melrose, Boas, Woodward, and Benjamin Franklin.
3. One intermediate school for grades seven and eight at Webster and Edison.
4. Two comprehensive four-year high schools at William Penn and John Harris.
5. Provision for special education at Hamilton, Cameron, Benjamin Franklin, Boas, Downey, and Melrose, and for emotionally disturbed and brain damaged children at St. Paul's Church; William Penn and John Harris for secondary students.

Part Two

1. Construction of a unified Educational Plaza for grades six through eight by 1974.
2. Utilization of the Edison plant as an elementary school by 1974, and the elimination of Webster and Hamilton plants.
3. Creation of science focus in William Penn high school program and a liberal arts and humanities focus in John Harris, both by 1971.
4. Development of a further educational sequence between William Penn High School and the Harrisburg Community College by 1974. Twelfth graders at William Penn can take some courses at the College, perhaps for advanced placement credit.

SECTION II

WHAT THE PLAN WILL ACHIEVE

The plan is designed to achieve a number of important goals: educational excellence, racial balance, equity, stability, and economy. If properly implemented, the proposed educational reorganization achieves these goals as follows:

Educational Excellence

By bringing together children from pre-kindergarten through second grade in special centers, the Harrisburg school system will develop a program of enriched early childhood education for all children. The Centers will incorporate Headstart gains into a continuing program, and all children will be able to reach the schools accommodating grades three through six at about the same academic and developmental level. There will thus be less need for later compensatory programs. Because they each have a large number of children, the Centers can economically offer a wide variety of special programs and special teachers to teach them. Children will also share facilities that individual neighborhood schools could not afford. Not only gyms and playgrounds, but also psychological services, science equipment, programmed reading materials, and diagnostic resources will be equally available to all children and will provide more opportunities for individual instruction and program than individual schools could manage.

The elementary schools (grades three through six) will also be better able to meet the needs of a special age group. The Downey School will retain IPI, and all schools will be able to implement more efffective and more imaginative programs, such as IPI.

The intermediate school for grades seven and eight, and later the Educational Plaza for grades six through eight, which is planned for 1974, will make possible an intermediate school geared to the special psychological and educational needs of 11 to 14-year olds. No longer a "junior" high school, the intermediate school will give more individual attention to each child and recruit more specially trained teachers, not secondary school teachers waiting for "promotions" to the senior high. Educational innovations such as team teaching and flexible scheduling will help provide a program specially designed for children of this age. The Educational Plaza for all intermediate school children, planned for 1974, will include arrangements for better coordination of curriculum and continuity of program by offering facilities, equipment, and services to be shared. Because of the large number of children, more special programs and special teachers will be possible.

Because of their size, the Early Childhood Centers and Educational Plaza will provide more resources for teachers and children; such resources also will attract more black and white qualified teachers and bring teachers together for a pooling of knowledge and ideas. Educational excellence requires good teachers, and good teachers must have vigorous in-service professional staff development programs. The good facilities and good professional relationships of large well-equipped centers will, in turn, encourage teachers to try new ideas and activities and exciting teaching methods. Teacher aides will have a better chance to learn and to establish good professional relationships with a wide variety of teachers.

The comprehensive high schools will include the ninth grade and will continue to serve both those students who end their formal education at graduation and those who plan to go on to technical school, junior college, or college. The vocational-technical programs will serve, as before, those who go from high school into industry; William Penn will be enhanced by additional science facilities and teachers, and John Harris will attract those with special interest in the arts and humanities. The high schools, like the other schools, will respond to the needs of individual students by providing more specialized facilities and services. The curriculum specialities of both schools will attract students from throughout the city, some of whom, perhaps, might otherwise have sought such programs elsewhere. Moreover, the relationship with the Harrisburg Community College will encourage more students to go on to a four-year general college program as well as to the two-year general arts or specialized programs now available. The high quality of the program offerings will both retain present students and attract others.

Racial Balance

To ensure equal access to excellence for all, every public school in Harrisburg will reflect in its student population and teaching staff the racial and socio-economic composition characteristic of the public school system as a whole. Children will be assigned to schools through a computer program.

Racial balance, however, is not only a matter of equal access to good education; it is also, like better teaching, a component of good education. Schools and classrooms will be made up of black and white, rich and poor, quick students and slow ones. Educators believe that learning depends not only on libraries and laboratories but also on getting to know students of different races, cultural groups, economic backgrounds, and levels of achievement. The number and variety of teachers and children in the Early Childhood Education Centers and in the Educational Plaza will make it possible to group children heterogeneously, on the basis of social and emotional interactions as well as on the more arbitrary basis of age. Grouping for the most effective learning, however, does not mean that one child should be with the same group for all purposes - most children, as most adults, have some special strengths and some special weaknesses. In good learning situations a child may be with a group of four for a science project, with another group of five for spelling and with just three other children for reading. Such grouping provides exciting possibilities for team-teaching, programmed learning and audio-visual instruction. It depends on each child's social and emotional maturity, learning needs, and on the dynamics of each group. This kind of flexible grouping requires a large pupil enrollment of a particular age so that a large variety of combinations are possible. The Early Childhood Centers and the elementary schools will supply this kind of enrollment so that each child can develop at his own speed and in his own way, instead of being lumped together by age, race, or achievement tests.

The plan calls for a better racial balance of staff as well. The schools will continue to vigorously recruit qualified black and white teachers and administrators. They will also make a special effort to recruit and place throughout the schools a larger number of clerical, custodial, and cafeteria employees from black and other ethnic groups. Black non-professionals are now heavily concentrated in five de facto segregated schools. The reorganization of the schools will make possible a better distribution of non-professional as well as of professional staff.

Equity

No racial group will have to transport more children than any other group; each group will be subject to transportation equally since the computer program will assign each child at random on the basis of race, socio-economic status, and academic achievement in order to achieve completely mixed schools and classrooms. The same instructional programs will be available to everyone. (The only exception is the IPI program to be retained in Downey.)

Each Early Childhood Center will make its facilities available to every child in the Center. Services will be better distributed since specialists need not move from school to school among different neighborhoods but can give each child the same time and expertise. Seventh and eighth grades in both Edison and Webster will use the good facilities at Edison. As new construction is completed, sixth graders will join seventh and eighth graders in an Educational Plaza where common facilities and services are available to all.

The reassignment of pupils to schools throughout the system also lends itself to a better distribution of professional and non-professional staff. Because races, economic groups, and levels of achievement are to be equally mixed in each school, there will be new opportunities and a new need to hire additional black teachers and black staff members, such as custodial and cafeteria workers. Children need models of their own race at all levels to respect and admire. The 64 black clerical, custodial and cafeteria employees now concentrated in five schools will be distributed throughout all the schools as part of a policy of assigning staff as well as students equally. To be consistent with the standard of group equity, there will be a policy of fair recruitment, selection, placement, and promotion of staff on all levels in the school system.

Stability

The method of assigning students to each school will allow for adjustment of ratios each year to coincide with total population ratios. Since students are not assigned by district, housing patterns or population movements will not affect the distribution of school children. As population changes over the years, the board will be able to maintain the student ratios without changing the basic school plan. By 1974 the construction of a unified Educational Plaza for grades six through eight will bring together all children of these age groups in one place, encouraging better coordination of program and maintaining a relatively stable student group.

Better education will also have a stabilizing effect on the school population. Both those who go on to further education after high school and those who do not will have better preparation in the Harrisburg schools. Excellence is likely to act as a magnet, holding students and their families who might otherwise seek better programs.

Economy

Neighborhood schools tend to be uneconomical because each one must have facilities such as playgrounds, gyms, auditoriums, and cafeterias. They must also often share the professional services of psychologists, guidance counselors, and art and music teachers, who currently waste much of their time moving from school to school. Neighborhood schools, moreover, vary greatly from school to school in the quality of their facilities and in their use. Many schools do not have laboratories, nurse's rooms, art rooms, music rooms, guidance counseling facilities, or teachers of specialized subjects or skills.

In the large centralized Early Childhood Centers and Educational Plaza, expensive facilities can be used in common and professional services can be centrally located and available to all. This common use of facilities and services will be far less expensive than the duplication necessary under a neighborhood school system.

The Centers and Educational Plaza can also use teachers and programs more economically. When specialists serve a large number of students, their cost per student is relatively low. Smaller schools could not afford to meet as many needs because there are not enough students to make the best use of alternatives.

Large-scale educational centers also permit more efficient and economical organization of custodial services, purchasing, and provision of hot lunches. The Centers and Plaza can save money by dealing in larger quantities.

Although construction of an Educational Plaza may seem to be costly, it may be more economical in the long run than continued renovations of individual schools. Another cost factor of individual school construction is shifting residential patterns in the community. As people move, new schools must be built and older ones, still sound, become under-utilized. The reorganized schools with their large attendance area are impervious to such shifting residential fashions. The Centers and Plaza can provide more economically for absolute population growth.

Although more children will be transported under the school reorganization plan, some of this additional cost can be offset by what the parent now pays. Parents who drive their children to school or who send them on public buses now bear much of the present cost of transportation.

SECTION III

HOW STUDENTS WILL BE ASSIGNED

To see how well our short-term plan would work we analyzed the possible distribution of students enrolled in several different grades, and found that the plan would require busing approximately 28.8 per cent of the total number of the present enrollment in the public schools of the Harrisburg school system. We arrived at this figure by estimating that children could walk to school a distance that ranges in some cases to perhaps a mile but that the great majority would walk a distance of less than half a mile, approximately what they are walking presently.

Pennsylvania law states that a child may walk to school up to a mile and a half. If the law were applied strictly, the percentage that would require busing would probably be reduced to less than half of our estimate.

We understand that the geographical situation of Harrisburg, the need to cross railroad tracks, and the lack of traffic lights in many crossroads make rigid application of the law practically impossible, but we must emphasize that, if for economic reasons the board must reduce the amount of busing, the implementation of our plan will not suffer. Slightly increasing the distance which a student is required to walk to school would mean reducing the number of children being bused.

Pupil populations, by schools and classes within schools, will be balanced according to the following criteria:

1. Race evenly distributed with a maximum variance of 10 per cent from

the total percentages of black and whites enrolled in the system.

2. Sex of students evenly distributed among all schools and classes within schools.

3. Children from below poverty-line families evenly distributed, with a maximum variance of 10 per cent from the total within the Harrisburg School District.

4. For grades three through six, extremes of an achievement scale evenly distributed, so that all schools will have about the same percentage of children deficient in basic skills, as well as of the most capable of pursuing independent study.

5. Residential location considered in assigning schools, so as to minimize busing.

Early Childhood Centers

To calculate the minimal busing involved in our plan, we had to have figures for the total enrollment in the 4 and 5-year-old kindergarten. These estimates were provided by the Director of Pupil Accounting and Child Guidance of the Harrisburg School District. We projected this year's figures on next year's classes. (See Table 1)

Approximately 20 per cent of the eight hundred children going to 4K will not need to be bused because they live in the immediate vicinity of the Early Childhood Centers. Of the one thousand estimated 5-year-old kindergarten children, we predict that approximately 35 per cent will be bused.

TABLE 1

ESTIMATED TOTAL BUSING REQUIRED BY GRADE

Grade	No. of Children to be Bused	
4K	640	
5K	350	
1	450	
2	443	
		1,883
3	305	
4	305	
5	258	
6	263	
		1,131
7	349	
8	350	
		699
9	-	
10	-	
11	-	
12	-	
		-
	TOTAL	3,713

We estimate that approximately 35 per cent of the first graders will have to be bused.

Table 2 shows our analysis of the projected second grade for 1970-71. It shows a total percentage of 53.2 blacks and 46.8 whites and a distribution that does not vary 10 per cent from this total in any school. The total percentage of boys and girls is 51.7 and 48.3, respectively, and the variance is never more than 2 per cent from this distribution.

According to these figures, there appear to be fewer children from families below the poverty level in the second grade than there are in the higher grades, a circumstance that we attribute to the lack of data on children who have been in the school system for a shorter time. Only one school has a variance of as much as 9.8 per cent from the total distribution; the next largest variance is less than 5 per cent.

The total number of children to be bused in the second grade is 443, distributed in four of the six buildings that will house the Early Childhood Centers. This number is 33.7 per cent of the total enrollment projected for the second grade in the year 1970-71.

Elementary Schools: Grades Three through Six

Table 3 summarizes our analysis of the projected number of elementary school children who will attend grades three through six in 1970-71. It shows a total of 55.2 per cent blacks and 44.8 per cent whites, a distribution of 50.5 per cent boys and 49.5 per cent girls, and a total of 22.6 per cent children from families below the poverty level. In these

TABLE 2

SUMMARY OF PROJECTED SECOND GRADE - 1970-1971

	Classrooms Assigned To Grade	Percentage		Percentage		Percentage Below Poverty Level	Total No. Bused In	Total No. Students
		Blacks	Whites	Male	Female			
Riverside	2	51.5	48.5	51.5	48.5	15.2	35	66
Camp Curtin	12	48.4	51.6	50.8	49.2	14.9	241	382
Cameron	5	53.3	46.7	51.5	48.5	15.4	-	169
Lincoln	7	63.1	36.9	53.6	46.4	13.9	-	231
Shimmell	5	44.8	55.2	50.9	49.1	18.9	39	165
Foose	9	56.3	43.7	52.0	48.0	28.3	128	300
TOTAL 2ND GRADE		53.2	46.8	51.7	48.3	18.5	443	1,313
							PERCENTAGE BUSED	33.7%

TABLE 3

SUMMARY OF PROJECTED GRADES THREE THROUGH SIX - 1970-71

School	Classrooms	Percentage		Percentage		Percentage Below Poverty Level	Percentage Achievement		Total No. Bused In	Total No. Students
		Blacks	Whites	Male	Female		Low	High		
B. Franklin	23	57.6	42.4	47.8	52.2	24.7	13.6	6.2	235	594
Boas	12	50.0	50.0	52.2	47.8	28.2	19.2	9.0	110	312
Downey	18	63.4	36.6	49.6	50.4	25.7	11.7	9.6	169	470
Hamilton	27	59.8	40.2	51.1	48.9	24.7	14.8	4.9	177	732
Marshall	19	51.2	48.8	52.4	47.6	19.5	11.6	7.5	253	508
Melrose	22	46.8	53.2	48.7	51.3	16.4	13.3	8.6	-	581
Steele	25	53.8	46.2	51.9	48.1	19.1	11.5	5.6	89	628
Woodward	15	57.0	43.0	51.3	48.7	26.4	13.5	5.7	98	386
TOTAL 3-6 GRADES		55.2	44.8	50.5	49.5	22.6	13.4	6.9	1,131	4,211
							PERCENTAGE BUSED			26.9

four grades, 26.9 per cent will be bused.

Of students likely to be enrolled in grades three through six, 13.4 per cent fall in the lower rank of a five-point achievement scale; 6.9 per cent are in the higher level of the scale. Children at both extremes of the scale have been distributed among all the schools so that no school will have a disproportionate number of students who are deficient in basic skills or of those who have high achievement ratings.

Intermediate School: Grades Seven and Eight

For the intermediate school, we project busing for all students who live west of the railroad tracks. This busing can eaily be reduced by a substantial margin if children who live in the vicinity of the bridges and within a mile radius of the schools are allowed to walk to classes.

Comprehensive High Schools: Grades Nine through Twelve

No busing is contemplated for high school students.

Conclusion

Though the data which we analyzed were in some instances incomplete, due to the current unavailability of some information, we are convinced that carrying out our short-term plan is entirely feasible within the resources of the Harrisburg School District.

Still needed are more exact dataon residence. Each child is now classified under a residence zone determined by the present neighborhood school organization. To improve distribution under the new plan, we recommend subdividing these zones so that the central pupil accounting division can pinpoint more exactly the area where a child lives. Distribution will be accomplished with the help of a computer, which guarantees the complete objectivity of the assignments.

SECTION IV

PREPARATORY STEPS

Between May and September, 1970, the Harrisburg Public Schools should take certain steps to prepare for the new school organization. The following are advisable:

Staff

1. Set up several orientation workshops for teachers, supervisors, and administrators to familiarize them with the new organization.
2. Set up orientation workshops for non-professional staff.
3. Increase recruitment of well-qualified black teachers.
4. Provide opportunities for early childhood teachers to meet and discuss needed facilities. They should also have the opportunity to work with the buildings and grounds committee in defining and implementing these needs.
5. Provide curriculum workshops for teachers on all levels to plan new curriculum and coordinate curriculum throughout the grades. Although curriculum probably should not change radically in the first year, the reorganization of the schools will provide new opportunities for imaginative programs and teaching methods. Staff may want to revise social studies, language arts, math and science, and to include programs specifically geared to educationally disadvantaged children and slow learners.
6. Provide training sessions for early childhood and elementary teachers most of whom will not have taught in desegregated classes. Topics

should include learning styles, pupil performance, teacher-pupil relations, teacher expectations (it is important to generate high expectations of all students), and discipline. Teachers should suggest topics for future training sessions. Each early childhood and elementary teacher might spend a week or more during this spring at a school with a different racial composition under a school exchange program.

Students

1. Arrange orientation meetings for students in their new schools with their teachers. Ninth graders, now assigned to the high school for the first time, should also meet at the high school with teachers and some upper classmen before school opens.
2. Provide as many interracial experiences as possible for children before September of 1970. Some of these activities might include: (a) a frank discussion in each elementary school class, perhaps led by a school psychologist, on racial relations and racial feelings; (b) field trips shared by students who would be in the same classes in September; (c) city-wide pupil exchanges; and (d) a two or three day science and arts encampment in which fifth and sixth graders participate together. Students in fourth, fifth, and sixth grades might form a youth council to plan projects for the new school setting.
3. Assign in each of the elementary schools additional black teacher aides, a home-school counselor, a psychologist, and a reading teacher where possible. Volunteer parents can also help students adjust under the new plan.

Parents

1. Send to all parents a fact sheet on reorganization, including information on new programs, bus schedules and some of the problems involved.
2. Arrange for all parents of children in Early Childhood Centers and elementary schools to ride the bus route before their children attend schools in the fall.
3. Recruit parents to be supervisors on the buses.
4. PTAs reorganized for each of the new schools should send letters of welcome to parents.

SECTION V

MAP ILLUSTRATING THE PLAN FOR QUALITY DESEGREGATED EDUCATION

KEY

△ -- Early Childhood Centers

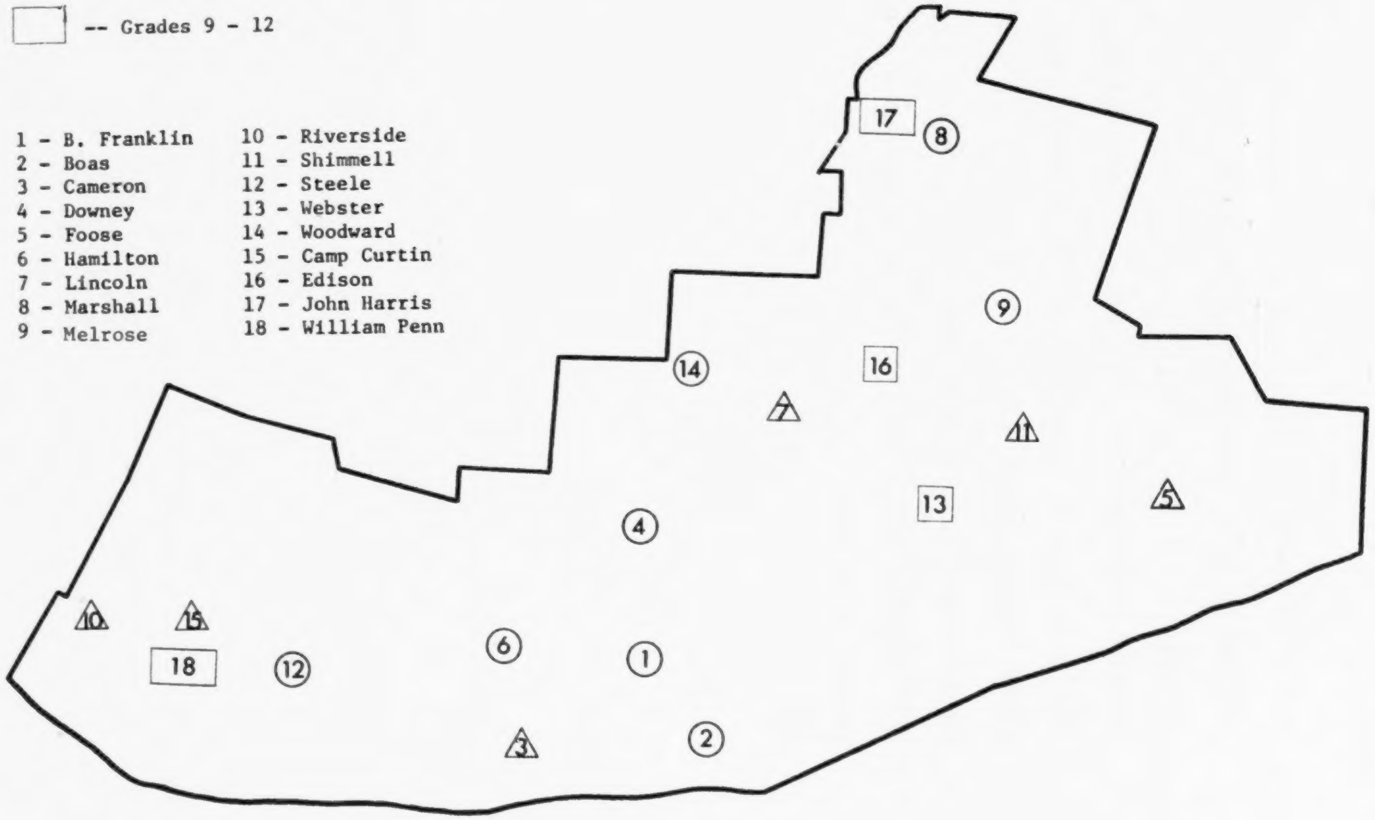
○ -- Grades 3 - 4 - 5 - 6

□ -- Grades 7 and 8

▭ -- Grades 9 - 12

1 - B. Franklin
2 - Boas
3 - Cameron
4 - Downey
5 - Foose
6 - Hamilton
7 - Lincoln
8 - Marshall
9 - Melrose

10 - Riverside
11 - Shimmell
12 - Steele
13 - Webster
14 - Woodward
15 - Camp Curtin
16 - Edison
17 - John Harris
18 - William Penn



6251

FEASIBILITY STUDY AND ANALYSIS OF THE ADMINISTRATIVE MANAGEMENT OF THE HARRISBURG CITY SCHOOL DISTRICT

Submitted by

RESEARCH FOR BETTER SCHOOLS, INC.
1700 Market Street
Philadelphia, Pennsylvania

(215) 561-4100

To the

BOARD OF SCHOOL DIRECTORS
OF THE HARRISBURG CITY SCHOOL DISTRICT

April 29, 1970

6252

REORGANIZING THE HARRISBURG PUBLIC SCHOOLS

Feasibility Study and Analysis of the Administrative Management

April 29, 1970

Submitted by :

RESEARCH FOR BETTER SCHOOLS, INC.
PHILADELPHIA, PENNSYLVANIA

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Temple University, and the Fall '69 Graduate Seminar
in Educational Planning.

6253

RESEARCH FOR BETTER SCHOOLS, INCORPORATED
SUITE 1700, 1700 MARKET STREET, PHILADELPHIA, PA., 19103/215-561-4100

April 29, 1970

Board of School Directors
Harrisburg City School District
1201 North Sixth Street
Harrisburg, Pennsylvania

Dear Board Member:

The following material is the final report of Research for Better Schools, Inc. on its feasibility study and analysis of the administrative management of the Harrisburg City School District.

The information contained in the report is presented to the Board for its review and judgment. If, in arriving at or after its review and judgment, the Board decides to disseminate the report to its internal and external publics and if the authorship of the disseminated report is to be attributed to RBS, no changes or deletions in the report are permitted. In other words, if the Board decides to disseminate a revised or edited version of the report, authorship must be attributed to other than RBS.

RBS accepts full responsibility for the design and execution of the feasibility study and analysis and the recommendations based thereon. However, neither the study nor the report necessarily reflects the views of the Corporate Board of Directors of RBS. It should be noted that many people gave much time and energy in their quest to aid RBS in the Harrisburg project. Names are not acknowledged in the report itself with the hope that the acceptance or rejection of ideas will then be based on merit, as opposed to judgments based on personal factors. It is only proper, however, to give recognition to the staff of the Administering for Change Program of RBS in general and to one of their members, Dr. Louis Maguire, in particular, for their efforts in the development and preparation of this report.

The detailed findings of the feasibility study and analysis were not included in the report to protect the confidentiality that was guaranteed District personnel who participated in the study and analysis. RBS is, however, prepared to discuss the findings in a way that protects this confidentiality if the Board deems that such discussion is necessary and desirable.

6254

A major purpose of the report is to promote open discussion of organizational and educational improvement at many levels in the District, including Board members, administrators, teachers, parents, community groups, and pupils. Recommendations which are contained in the report are not intended to be all inclusive nor are the recommendations overly specified in the hope that discussion can take place.

The Harrisburg City School District has indicated a willingness to consider basic modification of its administrative structure and operation. Hopefully, this report will be accepted in the spirit intended, namely that of providing a major step toward organizational and educational improvement.

Sincerely,

James W. Becker

James W. Becker
Executive Director

PREFACE

The task of Research for Better Schools, Inc. (RBS) in administrative management was specified as follows:

> "Conduct a comprehensive feasibility study and analysis of the School District's administrative management, both educational and business, and make written findings and recommendations thereon to the School Board for their consideration and implementation and in addition thereto, RBS shall assist in locating and identifying such additional administrative professional or business personnel as might be found to be desirable or necessary for the improvement of the School System."

Except for the Board's review and judgment, RBS has completed the feasibility study and analysis. The purpose of this report is to describe how the feasibility study and analysis were conducted and to present the findings and recommendations of the study and analysis for the Board's review and judgment. Upon approval of the plan by the Board, RBS can assist in locating and identifying additional personnel.

OVERVIEW

This report contains five main sections. In the first section, the design of the feasibility study and analysis is explicated. This section explains the involvement of Harrisburg personnel in the feasibility study and analysis, the nature of the information they supplied, the processing of this information, and the use that was made of this information. The second section portrays nineteen generalizations which were derived from the feasibility study and analysis and which characterize the current administrative structure and operation. Ten of these generalizations were derived from administrative data and involvement, while the source of the other nine was teacher data and involvement. In the third section, RBS presents its recommendations to Harrisburg for administrative reorganization. These recommendations were derived from the juxtaposition of the findings and generalizations of the feasibility study and analysis with RBS' knowledge of educational organization and improvement. The thrust of the recommendations is that Harrisburg adopt the Superintendency Team concept as a major step toward organizational improvement. In the fourth section, RBS outlines the recommended processes for implementing and operationalizing the Superintendency Team concept. It is suggested that Harrisburg view the processes as occurring over a three-year period and that effective utilization of the processes will take into account the generalizations which were portrayed in section two. In section five, an attempt is made to describe the major factors that will determine how much Harrisburg will ~~expend~~ for the recommendations if it understands, is committed to, and adopts them.

6257

TABLE OF CONTENTS

SECTION PAGE

I. PROCEDURES AND DATA GATHERING 1

Description and Analysis of Current Administrative

Structure and Operation 2

Documents and reports 2

Individual interviews with administrative and supervisory personnel 2

Administrator's questionnaire 3

Teachers' perceptions of current administrative structure and operation 15

Summary 17

II. GENERALIZATIONS FROM FEASIBILITY STUDY AND ANALYSIS . . . 18

Administrative Data and Involvement 18

Teacher Data and Involvement 20

Summary 21

III. PROPOSED ADMINISTRATIVE STRUCTURE 22

Superintendency Team Concept 22

Functional Role Guidelines 24

Superintendent 24

Deputy superintendent for program planning and development 24

Deputy superintendent for program implementation . . . 25

Deputy superintendent for business services 25

SECTION PAGE

Interrelationships 26

Summary 29

IV. RECOMMENDED IMPLEMENTATION PROCESSES 30

Pre-Summer, 1970 30

Summer, 1970 31

School Year 1970-1971 31

Summer, 1971 32

School Year 1971-1972 32

Summer, 1972 33

School Year 1972-1973 33

Summary 34

V. ESTIMATED COSTS 35

Determining Factors 35

SECTION I

PROCEDURES AND DATA GATHERING

The design of the feasibility study and analysis of the District's administrative management was based on the premise that personnel should have an opportunity to influence decisions which will affect them before these decisions are made. In other words, the design was predicated on the assumption of cooperation and consultation with Harrisburg personnel. Within the constraints of time and effort, utmost attention was directed at operationalizing the concepts of cooperation and consultation in the feasibility study and analysis. Harrisburg personnel did cooperate and were consulted and the feasibility study and analysis were based upon their involvement.

The purpose of this section is to explicate the involvement of personnel, the nature of the information they supplied, the processing of this information, and the use that was made of this information.

At the outset of the project, the information to be collected in cooperation and consultation with Harrisburg personnel was categorized into the following groups:

1. A description and analysis of the current administrative structure and operation, including the perceptions of administrative and supervisory personnel and of teachers.
2. Personnel information on individuals performing administrative and supervisory roles.
3. A thumb-nail sketch of each elementary and secondary building.
4. A breakout of federally-funded projects.

Since the description and analysis of the current administrative structure and operation formed the basis of this report, only that category will be explicated. Information pertaining to the other categories was used as background data, and could be of further assistance in implementing the plan.

Description and Analysis of Current Administrative Structure and Operation

The description and analysis of the current administrative structure and operation were derived from four data sources: (1) Documents and Reports; (2) Individual Interviews with Administrative and Supervisory Personnel; (3) Administrator's Questionnaire; and (4) Teachers' Perceptions of Current Administrative Structure and Operation.

1. Documents and Reports. Effort was initially directed at the perusal of Harrisburg documents and reports. Such initial effort had as its focus the delineation of the District's formal framework, its communication flow, and its administrative and supervisory personnel. Board minutes, A Long-Range Developmental Program (Harrisburg's ten-year plan), reports from principals to the Superintendent, organizational charts, and supervisory reports were a few of the sources investigated. A decision was made to continue to investigate these and additional sources as the project progressed, rather than to attempt to exhaust them at the outset.

2. Individual Interviews with Administrative and Supervisory Personnel. After background information concerning the structure and operation was derived from documents and reports, the next step was the involvement of administrative and supervisory personnel in individual interviews. Each

interview had as its focus the interviewee's perception of his role and function and of his relationship to other roles and functions in the District, and his suggestions for improvement in the structure and operation. Seventy-four such individual interviews were conducted by Research for Better Schools, Inc. (RBS) with administrative and supervisory personnel in the District, including the Solicitor to the Board and three administrators from the Harrisburg-Steelton-Highspire Vocational-Technical School.

In order to elicit candid responses during the interviews, each interviewee was assured that his answers would be held in strictest confidence by RBS and would not be relayed to the Superintendent or the Board. Whenever possible, each interview was tape-recorded in its entirety so that it could be analyzed by RBS.

After fifteen interviews with administrative and supervisory personnel were conducted and analyzed, sufficient information was obtained to develop a questionnaire to be completed by administrative and supervisory personnel.

3. Administrator's Questionnaire. The questionnaire was designed to elicit the following information from personnel:

   a. A listing of the areas, functions and activities for which the respondent was directly, primarily and regularly responsible, along with an estimate of the percentage of time the respondent devoted to each area, function or activity in an average week.

   b. The existence of an official document, and its title and source, which listed, partially or totally, the areas, functions and activities the respondent was directly, primarily and regularly responsible for.

c. The differences between the areas, functions and activities listed in the document and those listed by the respondent.

d. Things which account for these differences.

e. An explanation of how the respondent learned of his job responsibilities.

f. A listing of the areas, functions and activities the respondent was responsible for on a temporary basis or by special assignment.

g. A listing of the areas, functions and activities for which the respondent had secondary or indirect responsibility.

h. The name and title of the respondent's immediate superior.

i. The name and title of the persons to whom the respondent is directly responsible or reports directly.

j. A listing of the names and titles of individuals who are the respondent's immediate subordinates.

k. A listing of the names and titles of individuals who report directly to the respondent, but who are not included in his immediate subordinates.

l. A listing of the name, purpose, nature, time interval, sender(s) and receiver(s) of reports that are regularly required of the respondent by his immediate superior.

m. A listing of the individuals who review these reports and an indication of where and how the respondent obtained the information for these reports.

n. A listing of the name, purpose, nature, time interval, sender(s) and receiver(s) of reports the respondent regularly requires of his immediate subordinates.

o. A listing of the name, purpose, nature, time interval, sender(s) and receiver(s) of reports the respondent regularly requires of individuals who report regularly to him, but who are not included in his immediate subordinates.

p. A listing of the name, purpose, nature, and receiver(s) of reports the respondent was required to submit by special assignment.

q. A listing of the name, purpose, nature, and receiver(s) of reports the respondent voluntarily submitted.

r. A listing of the name and title of individuals in the District whom the respondent personally contacted and found to be of most help in solving problems encountered.

s. Any additional comments the respondent wanted to make.

The questionnaire was sent to seventy-one persons who performed administrative and supervisory roles. It was not sent to the Solicitor to the Board nor to the three persons from the Vocational-Technical School, all of whom were interviewed. A Head Teacher who was interviewed was not sent the questionnaire, but two persons, one on sabbatical leave and the other from the Intergroup Education Department, who were not interviewed were sent the questionnaire.

The questionnaire was sent with instructions that it was to be directly returned to RBS and that the responses contained in it would not be seen by nor relayed to the Superintendent or the Board. After two mailings of the questionnaire, RBS received responses from fifty-seven out of the seventy-one persons who were sent the questionnaire. One of the fifty-seven returned the questionnaire with the response that it did not apply to him and another returned a non-useable response.

After the responses on each questionnaire had been tabulated and analyzed, the information supplied by each individual in the questionnaire was used to create a chart depicting the individual's perception of his role and function and of his relationship to other roles and functions. In other words, the individual's responses in the questionnaire were used to depict his perception of the structure and operation. The individual charts were created in the following manner:

a. Approximately one-third down the chart, a box was drawn containing the name and title of the individual whose perception the chart represents. For example:

Name - Title

b. Underneath the box containing the name and title of the individual was placed a box, which extended horizontally beyond the previous box, containing the individual's perception of the areas, functions and activities for which he was directly, primarily and regularly responsible, in order of most time spent to least time spent. For example:

Name - Title

Areas, functions and activities for which individual was directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.

c. Directly under the previous box was placed a box containing those areas, functions and activities the individual indicated he was directly, primarily and regularly responsible for, but which were not found in his job description, if any. For example:

Name - Title

Areas, functions and activities for which individual was directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.

Areas, functions and activities for which individual was directly, primarily and regularly responsible, but which were not found in his job description, if any.

d. Directly under the previous box was placed a box containing those areas, functions and activities the individual indicated he was directly responsible for on a temporary basis or by special assignment. For example:

Name - Title

Areas, functions and activities for which individual is directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.

Areas, functions and activities for which individual is directly, primarily and regularly responsible, but which are not found in his job description, if any.

Areas, functions and activities individual is directly responsible for on a temporary basis or by special assignment.

e. Directly under and separated from the previous box by a vertical line was placed a box containing a list of those persons the individual perceives as being his immediate subordinates. For example:

Name - Title

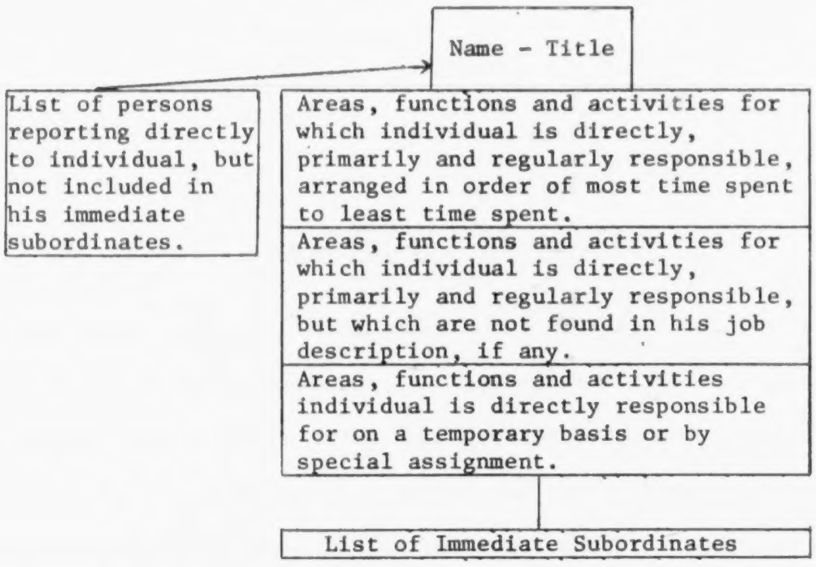
Areas, functions and activities for which individual is directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.

Areas, functions and activities for which individual is directly, primarily and regularly responsible, but which are not found in his job description, if any.

Areas, functions and activities individual is directly responsible for on a temporary basis or by special assignment.

List of Immediate Subordinates

f. On the left hand side of the chart, approximately one-third down it, was placed a box containing a list of those persons the individual perceives as reporting directly to him, but as not being included in his immediate subordinates. This reporting perception is shown by a unidirectional arrow drawn from the box on the left hand side of the chart to the individual. For example:


Name - Title

List of persons reporting directly to individual, but not included in his immediate subordinates.

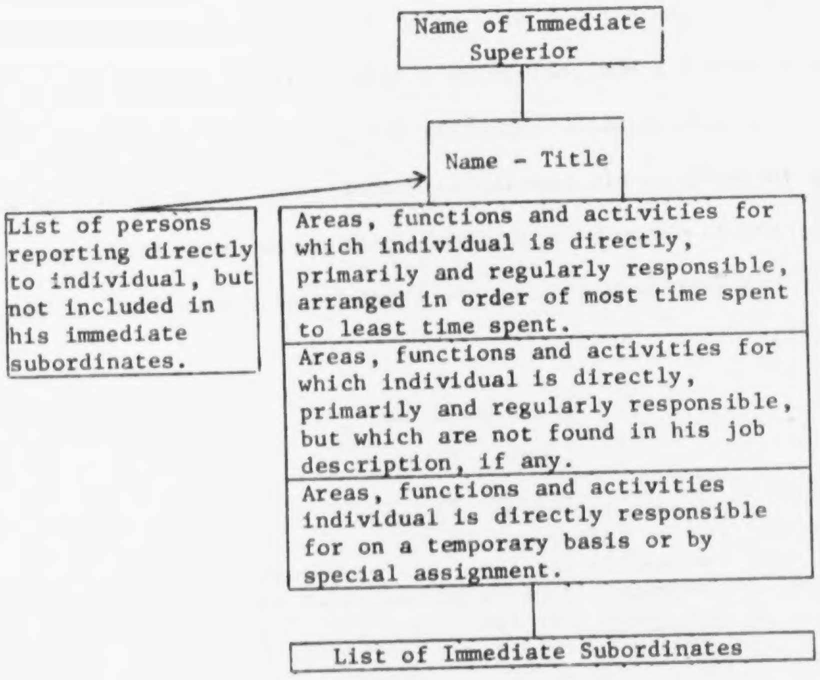
Areas, functions and activities for which individual is directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.

Areas, functions and activities for which individual is directly, primarily and regularly responsible, but which are not found in his job description, if any.

Areas, functions and activities individual is directly responsible for on a temporary basis or by special assignment.

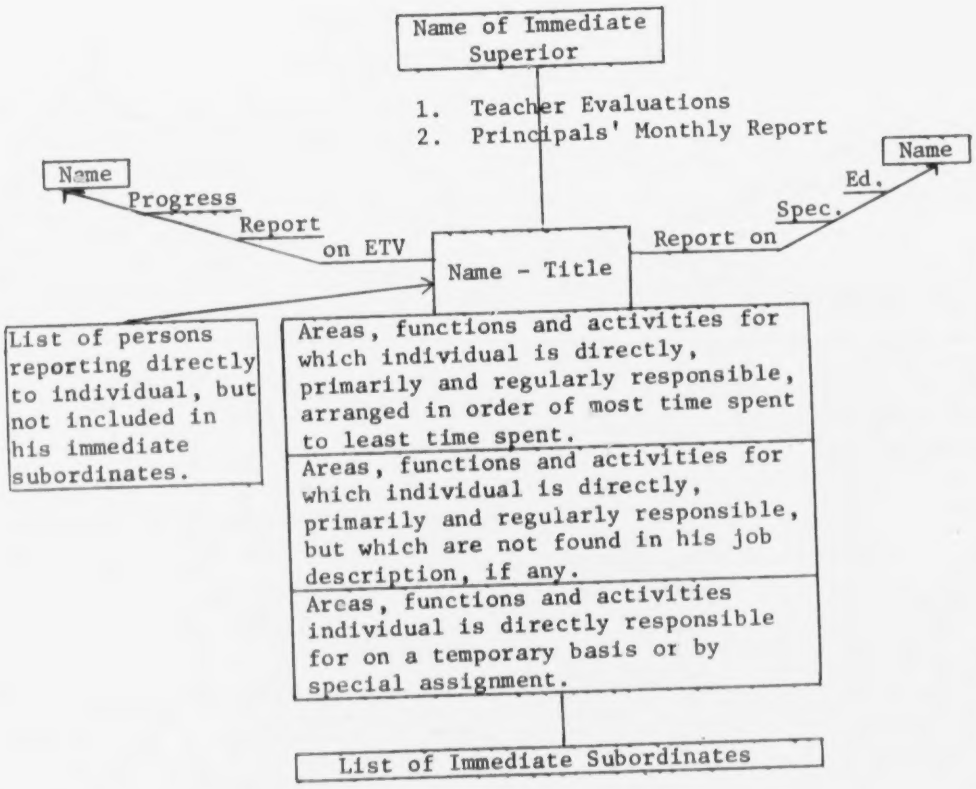
List of Immediate Subordinates

g. Directly over the box containing the name and title of the individual was placed a box(es) containing the name of the person whom the individual indicated as being his immediate superior. The hierarchy is shown by a vertical line connecting the box of the individual under analysis and the box of his immediate superior. For example:


Name of Immediate Superior
Name - Title
List of persons reporting directly to individual, but not included in his immediate subordinates.
Areas, functions and activities for which individual is directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.
Areas, functions and activities for which individual is directly, primarily and regularly responsible, but which are not found in his job description, if any.
Areas, functions and activities individual is directly responsible for on a temporary basis or by special assignment.
List of Immediate Subordinates

h. To the left and right of, but usually above, the box containing the name and title of the individual under analysis were placed boxes containing the names of persons the individual perceives himself as reporting directly to, but who are not necessarily his immediate superior. The reporting is indicated by a unidirectional arrow drawn from the box of the individual to the appropriate person. Wherever possible, the nature of the reporting was indicated by placing the titles of reports submitted on the arrow or under the appropriate box. For example:

6269


Name of Immediate Superior
1. Teacher Evaluations
2. Principals' Monthly Report
Name
Progress Report on ETV
Name
Report on Spec. Ed.
Name - Title
List of Immediate Subordinates

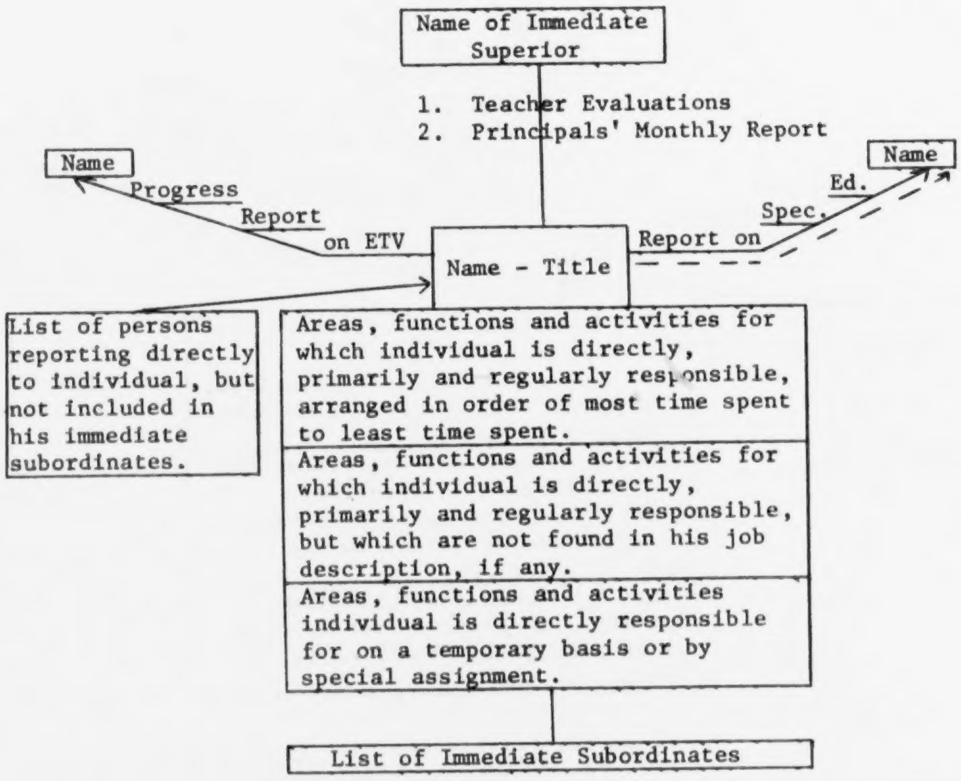
List of persons reporting directly to individual, but not included in his immediate subordinates.

Areas, functions and activities for which individual is directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.

Areas, functions and activities for which individual is directly, primarily and regularly responsible, but which are not found in his job description, if any.

Areas, functions and activities individual is directly responsible for on a temporary basis or by special assignment.

i. A broken line was drawn on the chart from the individual to those persons the individual indicated he had personally contacted and found to be of most help in solving problems encountered. In other words, the help structure was portrayed on the chart by a broken line. For example:


Name of Immediate Superior
1. Teacher Evaluations
2. Principals' Monthly Report
Name
Progress Report on ETV
Name
Report on Spec. Ed.
Name - Title
List of persons reporting directly to individual, but not included in his immediate subordinates.
Areas, functions and activities for which individual is directly, primarily and regularly responsible, arranged in order of most time spent to least time spent.
Areas, functions and activities for which individual is directly, primarily and regularly responsible, but which are not found in his job description, if any.
Areas, functions and activities individual is directly responsible for on a temporary basis or by special assignment.
List of Immediate Subordinates

After the individual charts were created, the next step was to group the individual charts into sub-systems. Information contained in the questionnaire, information supplied in the interviews, and information contained in reports and documents were all used in this sub-system classification and depiction. Information contained in the questionnaire was, however, given the most weight. The sub-systems were created and portrayed as follows:

a. Elementary Building Structures. Information pertaining to each elementary building was analyzed and a composite of the administrative responsibility lines in each building and to the central office was created. Since there were fourteen elementary buildings, but only ten elementary principals, only ten elementary building charts were created, with four charts showing the principal responsible for two buildings. These charts, as all the others which follow, do not show the complexities and details evident in the individual charts.

b. Composite Elementary Structure. All ten individual elementary building charts were drawn together and a composite elementary structure chart was created.

c. Secondary Building Structures. As with the elementary structures, information pertaining to each secondary building was analyzed, and a composite of the administrative responsibility lines in each building and to the central office was created. There were four such charts.

d. Composite Secondary Structure. The four secondary building charts were drawn together and a composite secondary structure chart was created.

e. Composite Elementary and Secondary Structure. The charts depicting the composite elementary structure and the composite secondary structure were drawn together, and a composite elementary and secondary structure chart was created.

f. Composite Central Office Supervisory Structure. Information pertaining to the central office supervisory function was analyzed, and a composite chart showing the administrative lines of responsibility was drawn.

g. Composite Central Office General and Special Services Structure. Information pertaining to individuals who did not clearly belong in other structures was analyzed, and a composite chart showing the administrative lines of responsibility was drawn.

h. Composite Central Office Business Structure. Information pertaining to the performance of the central office business function was analyzed, and a composite chart showing the administrative lines of responsibility was drawn.

i. Composite District Structure. Each of the previous composite structures was drawn together, and a composite district structure chart was created. This chart is, by definition, the most general of all the charts and shows only the formal, major lines of responsibility.

On the basis of questionnaire responses, a help structure chart was also created for each of the following:

a. Elementary building structures.
b. Secondary building structures.
c. Central office supervisory structure.
d. Central office general and special services structure.
e. Central office business structure.

Each of these charts attempts to portray who seeks help from whom, regardless of their position in the hierarchy.

4. Teachers' Perceptions of Current Administrative Structure and Operation. The three data sources which have been described thus far involved, for the most part, administrative statements and perceptions of what has occurred, is occurring, and should occur. Such sources do not, however, represent a complete description and analysis of the current structure and operation. Teachers' perceptions invariably influence and are affected by the administrative structure and operation, but these perceptions are rarely taken into account in administrative studies. RBS attempted to avoid the mistake of non-involvement of teachers by actively seeking cooperation and consultation with teachers in the feasibility study and analysis.

Through the assistance and review of the Harrisburg Education Association (HEA), teachers were requested to respond to the following topics:

a. The type and degree of support that teachers are currently receiving and would like to receive from the various administrative and supervisory roles in the District. Teachers were asked whether the type of support was direct or indirect, and whether the degree was extremely supportive, supportive, neutral, non-supportive, or extremely non-supportive.

b. The types of information on pupils that teachers would like to have available to assist the teachers in classroom instruction, and the estimated utilization of this information.

c. Teachers' perceptions of the process of teacher-initiated change.
d. Teachers' reactions to the proposition of quality integrated education.
e. Any statements or comments teachers would like to make.

The involvement of the teachers in this process was as follows:

a. RBS met with the building representatives of the HEA Welfare Committee to explain the information requested of teachers and the check list for transmitting this information to RBS.
b. A faculty meeting at each building was conducted by the HEA Welfare Committee representatives to obtain the general response of teachers to the topics.
c. RBS met with the building representatives of the HEA Welfare Committee. At this meeting, the building representatives transmitted the responses of the teachers to RBS and reviewed these responses for RBS.

Teachers' perceptions of the type and degree of current and desired support provided to instructional learning by the various administrative and supervisory roles in the District were tabulated and analyzed on a building, district, and role basis. A chart which graphically portrays the difference between the type and degree of current support and the type and degree of desired support was also created for each building which supplied information.

Teacher responses to the other topics were tabulated and analyzed on both a building and district basis.

These processes allowed RBS to obtain indices of how teachers perceive the administrative structure and operation.

Summary

The design of the feasibility study and analysis was based upon the assumption of cooperation and consultation with District personnel. This section attempted to demonstrate that the generalizations and recommendations which are found in the report have a reality basis in the inputs, reactions, and perceptions of personnel in the District. In fact, the report was made possible by their involvement, cooperation, and consultation.

SECTION II

GENERALIZATIONS FROM FEASIBILITY STUDY AND ANALYSIS

The purpose of this section is not to recite the chapter and verse of the evolution of educational administration or of the administrative difficulties Harrisburg has encountered and is experiencing. Suffice it to say that the management of any school district can be improved to provide greater support to the education of the boys and girls who, in a very real sense, are the clients of the district. The management of the Harrisburg City School District can be improved, and existing personnel sense the need for improvement.

The purpose of this section is to portray those generalizations which characterize and were derived from the findings of the feasibility study and analysis. In other words, this section will attempt to generalize the comments, inputs, reactions and involvement of Harrisburg personnel in terms of describing the current structure and operation and of showing what the course of improvement must take into account.

Administrative Data and Involvement

RBS has gathered sufficient evidence from its analysis of documents and reports, interviews with administrative and supervisory personnel, and questionnaire responses from administrative and supervisory personnel to state that the following generalizations characterize and must be taken into account in improving the current structure and operation:

1. Accurate and adequate job descriptions should be developed, internalized, and operationalized for and by all personnel.
2. The definition of how personnel expect other people to behave and relate to them and of how they view their own behavior and relationships to others should be determined by the tasks to be performed. All of these definitions should be reconcilable and mutually supporting.
3. The nature of the functions performed by personnel in the District and the interrelationships of these functions and personnel should be specifically delineated.
4. The lines of responsibility and attendant accountability should be clear. In other words, there should be agreement as to who is responsible and accountable to whom for what.
5. There should be systemic interrelationships and linkages between and among the units in the District.
6. There should be coordination between and among the business and educational functions of the District; they should be mutually supportive, but the business functions should service the educational functions.
7. A sense of mutual trust and sincerity should pervade the operations of the District and the District's interaction with its environment.
8. Communication, which is defined as the exchange of information and the transmission of meaning,[1] should be conducted within a framework which determines who is to communicate what to whom for what purpose,

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[1] Daniel Katz and Robert L. Kahn, The Social Psychology of Organizations (New York: John Wiley and Sons, Inc., 1966), p. 223.

which provides feedback mechanisms, and which insures the orderly flow of information on both a vertical and horizontal basis.

9. The structure and operation should be capable of systematic and orderly resolution of multiple pressures and conflicts.
10. The thrust of the structure and operation should be towards the improvement of the District, rather than towards the perpetuation and preservation of the status quo.

Teacher Data and Involvement

Sufficient evidence was obtained from information supplied by teachers to state the following as generalizations which characterize their perception of and which serve to indicate improvements in the current administrative structure and operation:

1. Teachers are interested in having but one boss in their building.
2. Teachers' perceptions of what should be are locked into their perceptions of what is. In other words, ideally they would desire more radical improvements than they indicated, but they are willing to settle for something lower than desired because they see very little chance of major improvement.
3. Teachers perceive that they are receiving very little overall support for instructional learning.
4. The functions performed by the various administrative and supervisory roles in the District have not been effectively communicated to teachers.

5. Teachers show a major concern about the non-enforcement and follow-through of rules and regulations which have been established and agreed upon.
6. Especially on the secondary level, teachers perceive that adequate and effective discipline procedures for handling what they define as "disruptive pupils" have not been put into effect.
7. Especially on the elementary level, teachers perceive that they have a great deal of freedom in initiating and implementing instructional changes within the confines of their classrooms.
8. A feeling of distrust and insincerity was evident in teachers' perceptions of the administrative structure and operation.
9. Teachers generally perceive very little value in the supervisory and personnel functions as they are currently being performed. In fact, the current performance of these functions is perceived as hindering rather than promoting instructional learning.

Summary

Nineteen generalizations were drawn from the findings of the feasibility study and analysis. Ten of these had as their source administrative data and involvement, while the source of the other nine was teacher data and involvement. All nineteen generalizations have a definite bearing on the course for administrative reorganization and improvement of the District.

SECTION III

PROPOSED ADMINISTRATIVE STRUCTURE

The purpose of this section is to present the recommendations for the proposed administrative reorganization. These recommendations were derived from the juxtaposition of the findings and generalizations of the feasibility study and analysis with RBS' knowledge of educational organization and improvement. From the juxtaposition of these two information sets came the concept of the Superintendency Team RBS is proposing for Harrisburg.

Superintendency Team Concept

The functions of the chief executive officer of any organization are just too mammoth and complex to be performed by the individual filling that position. This is especially so in education where the lack of administrative specialization has a long history. The functions that have been assigned to the Superintendency cannot be adequately performed by one individual even if the educational organization is designed for maintenance, as most educational organizations, including Harrisburg, currently are. One has only to witness the daily turmoil and conflict evident in school districts to give credence to this statement. Therefore, if one posits the premise that the primary function of administrative organization is to support the educational experiences of students so that these experiences can be improved, as RBS is so positing, the concept of the Superintendency as a one-man function and the traditional design of administrative organization in education come to be viewed as obstacles, rather than facilitators, of educational improvement. The Superintendency Team concept proposed by RBS is based upon a profound belief and a deep conviction that school districts must change if today's children are to have meaningful education, and that administrative organization in education must be designed and structured to promote such education and improvement.

Administrative texts are likely to describe administration as the process of leading an organization toward its goals. What they often ignore is that this is a two-dimensional process, for it not only involves maintenance of the organization, but it also includes the improvement of that organization, even to acquiring new goals and objectives. This second dimension, the change and improvement of education, is what too many educators have neglected for too long. They have attempted to impose the existing educational structure and system upon society, and have tried to reduce opposition merely to the discussion and promotion of alternative policies within the existing educational status quo.

The concept of the Superintendency Team proposed by RBS gives preeminence to the improvement of the organization, but does not negate its maintenance. The concept makes no pretense of spelling out all or most of the roles in the organization for such definition can occur only after much thought and study by Board members, administrators, teachers, parents, pupils, community and civic leaders, etc. What the concept does provide is a framework that can accommodate such thought and study. The concept necessitates, at least minimally, the performance of the following four roles:

1. Superintendent of Schools
2. Deputy Superintendent for Program Planning and Development
3. Deputy Superintendent for Program Implementation
4. Deputy Superintendent for Business Services

Functional Role Guidelines

1. Superintendent
    a. Chief and unitary executive officer of the Board; provide information to the Board to elicit short- and long-range policy.
    b. Responsible officer for school-community relations.
    c. Decision-maker for Superintendency Team.
2. Deputy Superintendent for Program Planning and Development. This Deputy is directly responsible to the Superintendent for the following:
    a. Responsible officer for the design, development, evaluation and coordination of new projects, including all federally-funded projects now in existence.
    b. Responsible officer for the creation, updating and utilization of data banks in areas such as planning, community involvement, and needs assessment.
    c. Responsible officer for the development of a plan for systemic program revision and for the coordination of the plan.
    d. Responsible officer for the development and continuous updating of long-range planning.
    e. Responsible officer for needs assessment.

3. Deputy Superintendent for Program Implementation. This Deputy is directly responsible to the Superintendent for the following:
    a. Responsible officer for the coordination, operation and evaluation of existing programs.
    b. Responsible officer for staff and pupil personnel services, including in-service training function.
    c. Responsible officer for feasibility judgments concerning implementation of new projects into the ongoing programs.
    d. Responsible officer for the implementation of new projects into the ongoing programs when they reached the stage which warrants implementation.
    e. Responsible officer for conflict resolution between and among existing programs.
4. Deputy Superintendent for Business Services. This Deputy is directly responsible to the Superintendent for the following:
    a. Responsible officer for financial reports.
    b. Responsible officer for transportation.
    c. Responsible officer for buildings, grounds and maintenance.
    d. Responsible officer for custodial services.
    e. Responsible officer for cafeteria services.
    f. Responsible officer for procurement.
    g. Responsible officer for tax division.

Interrelationships

Generally, the four roles will function in the following manner:

1. The Superintendent will function as leader and generalist of the Superintendency Team, relying on the technical support, input, and judgments of his three deputies.
2. The thrust of the Deputy for Program Planning and Development will be toward the best solutions to present and anticipated problems.
3. The thrust of the Deputy for Programs Implementation will be toward the feasibility of proposed solutions in terms of whether or not and how the District can accommodate the solutions.
4. The thrust of the Deputy for Business Services will be toward the financial consequences and implications of alternative solutions.

What has been said above is not to imply that the members of the Superintendency Team are precluded from making recommendations outside of the area which is their main thrust. It is very possible and likely, for example, that the Deputy for Program Implementation will have recommendations for "best" solutions. The team concept should encourage and facilitate such interaction and exchange of ideas.

The Superintendent's role as leader and generalist of the Superintendency Team permits him to delegate authority for day-to-day operations to his three deputies in all but one area, namely that of school-community relations. It is extremely important that the Superintendent be the responsible officer for school-community relations. To assist in the performance of that function, a District School and Community Council will be established. This Council is a consultative body with the Superintendent as chairman. Quality representation of affected groups will be the initial primary concern in the establishment of the Council. The purpose of the Council is to enable people, in a structured way and from a common data base, to know and help determine the what and the why of the following:

1. The objectives that are set for the schools.
2. The priorities among these objectives.
3. The means utilized to achieve the objectives.
4. The degree to which the objectives are being realized.

This means that the Superintendent will take the stance of primarily listening to, rather than telling, the Council.

A school and community council will also be established for each building unit, with the principal serving as chairman of the council.

The Deputy for Program Planning and Development is basically a staff position, but he does have some line responsibilities. For instance, building principals are directly responsible to this Deputy for those activities within their buildings which are within the parameters established for district program planning and development, but which have not reached a stage of development to warrant implementation of the activity into the ongoing programs, which in itself is a decision of the Superintendency Team. In other words, building principals are responsible to this Deputy for that portion of their budget, approximately 10 per cent, which is earmarked for program planning and development within the building, but also within the parameters established for district program planning and development.

The Deputy for Program Implementation is basically a line position, namely the operation of existing programs and of "new" activities when they have reached a stage of development which warrants implementation into the ongoing programs, a decision of the Superintendency Team.

The Deputy for Business Services is basically a staff position, but he does have certain line responsibilities. After reporting procedures and guidelines for the performance of business services have been established by the Superintendency Team, building principals will report to the Deputy for Business Services on a routine basis as per the procedures and guidelines established. Thus, this Deputy will have line responsibility and authority for seeing that these procedures and guidelines are followed. Building principals will, however, report by exception or by deviation from established procedures and guidelines for business services to the Deputy for Program Implementation.

After a period when the process of consultation has demonstrated its effectiveness, a permanent consultative council will be established for each of the three deputies, with the deputy serving as chairman. In the interim, ad hoc or temporary consultative bodies will be established as needed.

Building principals are responsible and accountable for all activities, whether existing or "new," within their buildings.

RBS strongly urges the Board of School Directors to conduct its meetings in a fashion and at times and places which facilitate and promote public participation in the meetings. RBS also recommends that the Board seriously consider operating as a Committee of the Whole, rather than using standing committees as is currently the case.

Summary

In this section, RBS has presented its recommendations for administrative reorganization. These recommendations were derived from the juxtaposition of the findings and generalizations of the feasibility study and analysis with RBS' knowledge of educational organization and improvement. The recommendations are based on the premise that educational organizations should be designed for improvement, not maintenance.

RBS has proposed that Harrisburg adopt the Superintendency Team concept as a major step towards organizational improvement. The concept necessitates, at least minimally, the performance of the following four roles:

1. Superintendent
2. Deputy Superintendent for Program Planning and Development
3. Deputy Superintendent for Program Implementation
4. Deputy Superintendent for Business Services

No attempt was made to spell out all of the roles in the organization since such definition can occur only after much thought and study by Board members, administrators, teachers, parents, pupils, community and civic leaders, etc.

6288

SECTION IV

RECOMMENDED IMPLEMENTATION PROCESSES

This section attempts to portray the processes necessary to operationalize the Superintendency Team concept and thus make organizational improvement a reality in Harrisburg. It is felt that the effective utilization of the processes will take into account the generalizations which were explicated in Section II. Since the focus of the concept is on providing support to the learning experiences of pupils so that these experiences can be improved, it is recommended that, in so far as possible, representatives of administrators, teachers, parents, pupils, and community and civic groups be involved in the processes.

Pre-Summer, 1970

1. Information needs, role definitions, role guidelines, and reporting requirements of Superintendency Team are derived.
2. Criteria and procedures for redeployment of personnel for 1970-1971 are established.
3. Redeployment of personnel as per the criteria and procedures established is determined, and information pertaining to redeployment is disseminated to all personnel.
4. Information needs, role definitions, role guidelines, and reporting requirements of Superintendency Team are disseminated to all personnel.
5. Feedback mechanism for personnel to react to information disseminated is established and utilized.

Summer, 1970

1. In-depth group experience focusing on needs, goals, objectives, existing programs and the establishment of a District School and Community Council is conducted. All groups external and internal to the District should be represented in this process, but no one should be barred from participation. The process should last one week, full-time.
2. District School and Community Council is established.
3. Members of District School and Community Council are given training in group process skills.
4. Operational responsibilities, reporting requirements and procedures, and guidelines for the performance of Superintendency Team functions are formalized. This formalization takes into account reactions of personnel.
5. Members of Superintendency Team are given training in group process skills, in their respective technical areas, and in role conflict resolution.
6. Policies necessary to support Superintendency Team concept are compared with existing Board policies.

School Year 1970-1971

1. Information pertaining to Superintendency Team is disseminated to all personnel.
2. Within parameters established by group experience, District School and Community Council reviews and/or initiates proposals and plans, and

is brought up-to-date and reviews actions already taken.

3. The Superintendency Team concept is introduced in District operations. The focus of this year's experience is to study and determine the "whys" and "why nots" of the actual functioning of the four basic Superintendency Team roles, to make plans for the necessary adjustments in these roles, and to make plans for the adjustment of other roles in the District.
    a. Frequent out-of-environment meetings and workshops.
    b. Catalogue of role conflicts.
    c. Catalogue of structures for various functions.
4. _Ad hoc_ or temporary consultative bodies are established for each of the three deputies, as needed.

Summer, 1971

1. Additional training and adjustments in Superintendency Team, as shown by last year's experience, are achieved.
2. Plans are made for adjustments in other central-office and building-level roles.
3. Consideration is given to the plan for and establishment of a consultative council for each of the three deputies. Such consideration is also given to the establishment of building school and community councils, if they have not been previously established.

School Year 1971-1972

1. Further development of Superintendency Team concept is operationalized. Such development covers almost all of the roles in the District.

  - a. Out-of-environment meetings and workshops.
  - b. Revised catalogue of role conflicts.
  - c. Revised catalogue of structures for various functions.

2. Articulation between and among the various consultative bodies is achieved.

Summer, 1972

1. Another in-depth group experience including, but not limited to, the membership of all of the consultative bodies is conducted. This group process is to focus on the actions taken since the last group experience and to reevaluate the parameters established through that experience.
2. Manuals describing overall district structure, structure for various functions, the various roles in the District, both on a district and building basis, training needs and requirements, and supporting policies are prepared and produced.
3. Procedure and training manuals for membership of consultative bodies are prepared and produced.

School Year 1972-1973

The concepts of the Superintendency Team, organizational improvement and consultation are operational and pervasive in district and building activities.

Summary

In this section, RBS has presented its recommendations for the processes necessary to operationalize the Superintendency Team concept and thus make organizational improvement a reality in the Harrisburg City School District. What RBS has suggested is that the District view the processes as occurring over a three-year span, with provisions for modification of the concept and plan and for as much involvement of affected groups as is feasible.

SECTION V

ESTIMATED COSTS

No attempt will be made in this section to estimate the "real" costs of the adoption of RBS' recommendations. To make such an estimate would require a knowledge of the costs, both educational and financial, Harrisburg would incur if it were to continue to operate as it has in the past. In other words, RBS would have to know what costs the current structure and operation are incurring and would incur in the future, first in terms of the learning experiences of pupils and then in actual dollars and cents. RBS could only make a guess at such costs, and RBS is not in the guessing game.

What will be done in this section is to list the major factors that will determine the District's expenditures for the recommendations if the District understands, is committed to, and adopts them.

Determining Factors

As a guide for the determination of expenditures, the list of major factors which follows should be interpreted in the light of one's values. In other words, if expenditures for something necessitate a decrease in expenditures for other things, a circumstance RBS is suggesting as a possibility, but not as a certainty, the decision is ultimately a function of the values of the person making the decision. RBS makes no pretense of foisting its values on others, but it and others should be clear as to what their values are when such decisions have to be made.

The list of major determining factors is as follows:

1. The present skills, competencies and potential of existing personnel in terms of the tasks to be accomplished.
2. The utilization and numerical adequacy of existing administrative and supervisory personnel.
3. Policies governing released time and summer employment of personnel.
4. The District's ability to identify, enter into agreements with, and utilize competent consultants for helping to meet training and other needs.
5. The District's own in-service training capability.
6. The District's ability to elicit and utilize the assistance and cooperation of civic and community groups.
7. The District's ability to identify, attract, employ, utilize, and retain competent personnel.
8. The District's willingness and ability to obtain funds from its own tax sources and from other sources.
9. The District's ability and willingness to reward creativity and innovation.

6295

ORGANIZATION STRUCTURE:
A STATUS REPORT OF THE ADMINISTRATIVE REORGANIZATION

HARRISBURG CITY SCHOOL DISTRICT
HARRISBURG, PENNSYLVANIA

DECEMBER, 1970

6296

SECTION I

NARRATIVE

TABLE OF CONTENTS

SECTION PAGE

I. NARRATIVE

Background 2
Comments on the Organization Chart 3

II. POSITION GUIDES

Superintendent of Schools 9
Deputy Superintendent for Program Operations 13
Deputy Superintendent for Program Planning and Development 16
Deputy Superintendent for Business Services 20
Administrative Assistant to the Superintendent 23

III. ORGANIZATION CHART

Chart 27

Background

Last spring, with the view toward making educational opportunities and realities in the Harrisburg City School District more consistent with educational quality, the Board of School Directors adopted two plans which were designed to facilitate the accomplishment of quality education. The first plan, A Plan for Quality Desegregated Education for the Harrisburg City School District, portrayed a means of correcting the racial imbalances which existed in the schools of the district, and at the same time, of providing a grade level organization and educational structure consistent with the principles of quality education. In other words, successful implementation of the plan would permit Harrisburg to offer its students educational experiences which were not previously available. We have already succeeded in implementing much of the plan, and, with the continuation of cooperative efforts, are determined to make the attainment of educational quality a reality for each of our students.

The second plan, Feasibility Study and Analysis of the Administrative Management of the Harrisburg City School District, complemented the quality desegregated education plan in that it recognized that administration and administrative procedures had to change if the realities of quality education were to be attained. The primary function of administration in education is to support the learning experiences of pupils in such a way that these experiences are improved, and the plan documented that administration in Harrisburg had been remiss in the performance of that function.

In an effort to remedy this situation, the plan outlined a mode of operation which would give preeminence to the performance of the primary function of administration and a process by which the mode of operation could be implemented. The initial starting point for the recommended mode of operation is, as you know, the Superintendency Team. We are gaining experience and expertise with the Superintendency Team approach and are making every effort to use this experience and expertise in making the plan fully operational in Harrisburg.

Comments on the Organization Chart

The purpose of this communication is to report our progress in implementing the plan for administrative reorganization.

In November, we did, for the first time, have the full complement of members of the Superintendency Team: (1) Superintendent of Schools; (2) Deputy Superintendent for Program Planning and Development; (3) Deputy Superintendent for Program Operations; (4) Deputy Superintendent for Business Services; and (5) Administrative Assistant to the Superintendent. Needless to say, the delay in securing this full complement has hindered the degree of progress in implementing administrative reorganization. We have, however, succeeded in defining the duties and responsibilities of the individual members of the Superintendency Team at this point in time. A description of these duties and responsibilities can be found in Section Two which contains the position guide for each individual member of the Superintendency Team.

The position guides were created through a series of meetings of the Superintendency Team where the individual members reviewed and discussed the duties and responsibilities of each member. Through this series of meetings, the members of the Superintendency Team were able to resolve their differences in viewpoint, and, therefore, the position guides found in Section Two have the total support of the team.

It should be emphasized that the duties and responsibilities found in the position guides reflect the best judgment of the team as to what their individual duties and responsibilities should be at this point in time, but the team is open to change and expects future changes to be made as additional experience and expertise are gained.

The team is also progressing in its operation as a team. This means that strategy decisions are being made within the context of team cooperation, support, and functioning. Each member is called upon to contribute his expertise in assisting the team to make a decision; each member's views are respected; an evaluation is made of the shared information which is presented; a decision is made on the basis of the evaluation; a team member is assigned responsibility for carrying out the decision; and the team supports the decision and the action taken to carry it out. It is realistic to expect that the team will become more efficient and effective in its operations, and that the team concept will expand to include all roles in the district.

Progress in implementing the plan has not, however, been restricted to the Superintendency Team. We have been engaged in a series of meetings with central office personnel to develop position guides for each administrative role in the central office. When these meetings are completed in the near future, the position guide for each role will be disseminated to you.

We have also begun to initiate meetings with building principals to discuss and develop an organization structure for each building, and to develop position guides for administrative roles in each building.

Also, we recognize that a drastic overhaul of existing budgetary processes and procedures is necessary, and have initiated plans to redesign the existing system and implement an improved one. Since this is an issue deserving high priority, demonstrable improvement must be observed immediately. We also recognize that the Superintendency Team bears a major responsibility in initiating and providing a mechanism through which demonstrable improvement can take effect, and in seeing that demonstrable improvement takes effect; but the team needs the continued cooperation and participation of everyone to make this improvement a reality. The district, its employees. and its publics have a right to expect such improvement, but only if they are committed to improvement. It is quite easy to publicly play the charade of demanding improvement, while privately doing all that one can to render the improvement an impossibility. We have had our share of such actions in Harrisburg and cannot continue to unwittingly legitimize such actions by our inaction or alleged ignorance. The day of accountability is dawning in Harrisburg in terms of each member's contribution to the attainment of organizational goals and thus to the learning of children.

We have also succeeded in making some organizational adjustments with the view towards providing greater support to the learning experiences of pupils, and have developed an organization structure or chart to reflect these adjustments. The chart, which can be found in Section Three, is a step we have taken to date in this phase. The chart graphically portrays the major lines of authority, accountability, responsibility, communication, and relationships of administrative personnel. The organization structure describes our best thinking about the interrelationships of personnel. As we gain more experience with the new organization, we will be better able to describe the structure in greater detail.

It is important to stress that the organization chart does not reflect all of the administrative roles in the district. This is especially so in regard to the individual building units where the only administrative role that is indicated is that of "principal". This is to emphasize that a principal is responsible for all personnel in his or her building. It also indicates that communication and authority between building units, and between the central office and building units must go through the principal, except by approval of the principal and Superintendency Team.

The ommission of certain administrative roles in the chart does not, however, minimize the importance of these roles. Again, as we gain more experience with the new organization, we will be better able to properly indicate the placement of all roles in future renditions of the chart and to specify all roles in the form of position guides.

SECTION II

POSITION GUIDES

HARRISBURG CITY SCHOOL DISTRICT

POSITION GUIDE

TITLE: Superintendent of Schools Position no. A-1

PRIMARY FUNCTION:

to facilitate the teaching-learning process by providing leadership, administrative support, and fiscal resources

MAJOR DUTIES AND RESPONSIBILITIES:

DUTIES

1. Chief School Administrator
2. Leadership of school system activities, staff, and superintendency team
3. Community Relations
4. Executive Officer of the Board of School Directors

RESPONSIBILITIES

1. recommend school system policies to the Board
2. supervise school system personnel
3. supervise school system communications and information dispensing activities
4. supervise school system budgetary process, and recommendation of budget to the Board
5. supervise school facilities planning
6. perform such other duties as may be required

ILLUSTRATION OF KEY DUTIES:

CHIEF SCHOOL ADMINISTRATOR

1. Recommend the adoption or revision of school system policies to the Board.
    a. Provide information to the Board to elicit short- and long-range policies.
    b. Provide information to the Board on the degree of implementation of policies.
    c. Establish procedures for implementing policies adopted by the Board.
    d. Establish and implement a system for codifying and disseminating Board policies.
2. Recommend to the Board for approval the appointment and dismissal of all employees.
    a. Authorize the assignment or transfer of all employees and report such assignments or transfers to the Board.

   - b. Recommend to the Board the names of suitable persons to serve as substitute teachers.
   - c. Authorize the assignment of specific duties and responsibilities to all employees, the formulation of instructional regulations, and the issuance of directives necessary for the guidance of employees in the discharge of their duties and responsibilities.
   - d. Establish, utilize and monitor a system, including criteria and procedures, for documenting and evaluating and contribution of each employee to the attainment of the District's goals and objectives.

3. Provide for the development, use, and review of a meaningful and participatory budgetary process, and the resultant budget document.
   - a. Determine the degree and scope of participation and decentralization.
   - b. Submit the budget to the Board for its consideration.
   - c. Administer the budget adopted by the Board in an effective and efficient manner.

LEADERSHIP OF SCHOOL SYSTEM ACTIVITIES, STAFF, AND SUPERINTENDENCY TEAM

1. Provide leadership, coordination and evaluation of the District's program planning and development, program operations, business services functions, and the superintendency team.
   - a. Establish and monitor information flow between and among the functions.
   - b. Delegate authority for the performance of each of the functions.
   - c. Develop and utilize an organizational evaluation system.
   - d. Regularly convene the Team to determine courses of action and to review progress reports.
   - e. Set an environment for effective and creative decision making.
   - f. Orchestrate the efforts of team members.
   - g. Establish, utilize, and monitor the process of managing by objectives.
   - h. Resolve conflicts among team members.

COMMUNITY RELATIONS

1. Relate the educational programs of the District to the various communities in Harrisburg, and the communities to the educational programs.
   - a. Provide and utilize mechanisms for community involvement at the District level, including the establishment of a District School and Community Council.
   - b. Provide mechanisms for community involvement at the building level, including the establishment of Building School and Community Councils.
   - c. Provide leadership and training to the District School and Community Council.
   - d. Designate staff to represent the District at community or civic meetings.
   - e. Establish, utilize, and monitor communication channels

between and among the District, its schools, and the communities.
- f. Serve as the main connecting link between community needs and educational programs.
- g. Periodically report to the Board on the status of community involvement.

EXECUTIVE OFFICER OF THE BOARD OF SCHOOL DIRECTORS

1. As the chief and unitary executive officer of the Board of School Directors, the Superintendent shall, under the direction of the Board and subject to legal constraints, execute the powers and duties which are specifically imposed upon his office by statute and which are connected with the conduct of the schools, but which are not required by statute to be exercised directly by the Board or some other officer in a manner and through a process which improves the effectiveness and efficiency of the District and which justifies the continued existence of the District.
2. Provide the Board with information necessary to carry out its duties and responsibilities under law; and other information that may be requested by the Board.

ORGANIZATIONAL RELATIONSHIPS:

1. leader and member of superintendency team.
2. reports to and is accountable to the Board of School Directors and superintendency team.
3. reported to by
   - a. Deputy Superintendent for Program Operations
   - b. Deputy Superintendent for Planning and Development
   - c. Deputy Superintendent for Business Services
   - d. Administrative Assistant
   - e. Service personnel assigned to the office of the Superintendent
4. supervises the activities of personnel listed in item three (3) above.
5. coordinates the activities of the members of the superintendency team.
6. evaluates activities of personnel listed in item three above, and activities of service personnel assigned to the office of the Superintendent
7. authority to
   - a. close schools due to inclement weather or other emergency

QUALIFICATIONS FOR RECRUITMENT

1. Education:
   - a. doctor's degree
   - b. preparation in school system administration, personnel administration, business and finance, curriculum development, leadership, and community relations.
   - c. eligible for superintendent's letter
2. Individual Characteristics:
   - a. healthy
   - b. aged 30 to 60
3. Skills, Knowledges, Abilities
   - a. articulate public speaker
   - b. competent in human relations

   - c. knowledge of school laws, and educational philosophy
   - d. knowledge of school system functions
   - e. awareness of successful innovative educational programs
   - f. able to coordinate the activities of others
4. Experience Priorities
   - a. at least eight years successful experience in business, industry, and/or education.
   - b. at least four years successful experience in education
   - c. at least two years successful experience in educational administration perferably at both secondary and elementary levels.

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HARRISBURG CITY SCHOOL DISTRICT

POSITION GUIDE

TITLE: Deputy Superintendent for Program Operations Position no. A-2

PRIMARY FUNCTION:

to maximize learning opportunities by providing effective educational programs.

MAJOR DUTIES AND RESPONSIBILITIES:

DUTIES

1. Supervision, administration, and evaluation of educational programs
2. Supervision, administration, and evaluation of educational services

RESPONSIBILITIES

1. integrate new projects into the ongoing educational program
2. provide in-service activities for professional staff
3. develop procedures to monitor and revise learning activities
4. periodically review the functions of program operations division in an effort to improve the effectiveness of the educational program.
5. review funding proposals for educational programs
6. perform other tasks as required

COMBINATION TASKS

1. develops school system strategy as a member of the superintendency team.
2. with the Deputy Superintendent for Planning and Development
   a. coordinates the operations of professional support personnel
   b. coordinates the development of educational projects
   c. coordinates the evaluation of educational projects

ILLUSTRATION OF KEY DUTIES:

EDUCATIONAL PROGRAM ADMINISTRATION

1. Supervise, administer, and evaluate ongoing programs.
   a. Provide direction and leadership for moving the ongoing programs toward the attainment of common objectives.
   b. Establish, ensure the utilization of, and monitor systems for evaluating ongoing programs.
   c. Periodically report to the Superintendent on the status of ongoing programs.
   d. Assist the Deputy for Program Planning and Development to evaluate new projects.

   - e. Develop and administer systems for quality control of ongoing programs
   - f. Implement the subsets of the plan for systemic program revision
   - g. Initiate or receive, review and process requests for annual and long-term funding of ongoing programs
   - h. Resolve conflicts between and among ongoing programs
   - i. Provide for the in-service training of staff to ensure the effective and efficient implementation of ongoing programs
   - j. Articulate, relate and implement central office administrative functions and procedures with building-level administrative functions and procedures
   - k. Establish, ensure the utilzation of, and monitor reporting procedures from the central office to building units and from building units to the central office
   - l. Periodically convene building-level personnel to develop, evaluate and revise administrative functions and procedures, and to review the status of ongoing programs

2. Provide for, ensure and monitor the implmentation of new projects into the ongoing programs when they reach a stage which warrants such implementation
   - a. Make feasibility judgements concerning implementation of new projects into the ongoing programs
   - b. Develop plans for the implementation of new projects into the ongoing programs
   - c. Develop in-service training programs to facilitate the implementation of new projects in the ongoing programs

EDUCATIONAL SERVICES

1. Provide, in conjunction with the Deputy for Program Planning and Development, for the coordination, utilization and operation of professional support services in a manner which facilitates the improvement of ongoing programs.

ORGANIZATIONAL RELATIONSHIPS:

1. member of superintendency team
2. reports to and is accountable to the Superintendent and superintendency team.
3. reported to by
   - a. school building principals
   - b. directors of professional support services
   - c. staff assigned to program operations division
   - d. service personnel assigned to the office of the Deputy
4. supervises personnel listed in item three (3) above.
5. coordinates the activities of
   - a. principals
   - b. professional support services
   - c. program operations division with the planning and development division.
6. evaluates personnel listed in item three (3) above

7. authority to
   a. allocate funds for the operation of school buildings
   b. determine in-service activities
   c. determine how new projects will be implemented into the ongoing programs when they have reached a sufficient stage of development
   d. perform the duties and responsibilities of the Superintendent during the Superintendent's absence

QUALIFICATIONS FOR RECRUITMENT:

1. Education:
   a. doctor's degree
   b. preparation in school system administration, and curriculum development
2. Individual Characteristics
   a. healthy
   b. aged 28 to 65
3. Skills, Knowledges, Abilities
   a. articulate public speaker
   b. familiar with curriculum innovations
   c. understands management systems and supervisory techniques
4. Experience Priorities:
   a. at least six years public school experience
   b. at least two years experience as a building administrator
   c. experience in supervisory positions

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HARRISBURG CITY SCHOOL DISTRICT

POSITION GUIDE

TITLE: Deputy Superintendent for Program Planning and Development — Position no. A-3

PRIMARY FUNCTION:

to develop plans of action that will improve the educational program and maximize learning opportunities for children

MAJOR DUTIES AND RESPONSIBILITIES:

DUTIES

1. Development of planning processes
2. Development of plans of action
3. Development and implementation of new and Federal projects

RESPONSIBILITIES

1. develop, maintain and update internal information systems
2. perform assessments of new projects, educational programs, internal information systems, and in-service activities
3. provide staff training programs primarily for federal and new project personnel
4. perform other duties that may be required

COMBINATION TASKS

1. develop school system strategy as a member of the superintendency team
2. with the Superintendent of Schools
    a. plan community relations activities
3. with the Deputy Superintendent for Program Operations
    a. coordinate evaluations of educational programs
    b. coordinate activities of professional support personnel
4. with the Deputy Superintendent for Business Services
    a. coordinate data bank development
    b. coordinate data processing needs

ILLUSTRATION OF KEY DUTIES:

PLANNING PROCESSES

1. Develop systemic, interrelated planning processes
    a. Develop and determine types and availability of information for various kinds of planning systems
    b. Assist building and central office personnel in translating their activities into planning designs and in planning changes

   c. Assist the Superintendent in the development of plans for school-community interaction
   d. Conduct needs assessment
2. Develop, maintain and update internal information systems
   a. Make periodic assessments of information gathering and reporting procedures
   b. Establish and maintain contact with all persons responsible for information gathering and reporting
   c. Develop a system for information exchange and retrieval between and within the central office and building units
   d. Monitor the utilization of the systems

PLANS OF ACTION

1. Develop a plan, and its subsets, for systemic program revision, coordinate the plan, and update the plan
   a. Assist the Deputy for Program Operations in evaluating ongoing programs
   b. Assist the Deputy for Program Operations in the development of in-service training programs for implementing new projects into the ongoing programs
   c. Develop leadership training, career development, and organizational development patterns to complement the systemic program revision plan
2. Initiate, coordinate and revise the following kinds of educational plans:
   a. Curriculum Plan - a detailing of learning outcomes, e.g., knowledge and attitudes
   b. Instructional Plan - strategy for implementing the curriculum plan
   c. Organization Plan - grade organization, pupil-teacher ratio, class-size pattern
   d. Personnel Plan - staff requirements of instructional plan
   e. Operations Plan - management of human inputs, teaching methods,and learning activities
   f. Evaluation Plan - assessment of school's mission evaluation of learner and staff activities
   g. In-service Plan - strategy to develop staff capabilities
   h. Support Plan - detailing of resources and services available to support instructional plan

NEW AND FEDERAL PROJECTS

1. Develop, coordinate and evaluate/revise new and Federal projects.
   a. Periodically assess all existing new and Federal projects to determine their congruency with the overall mission of the District
   b. Screen personnel who are candidates for employment in Federal projects
   c. Search for, identify and secure funding for new and Federal projects
   d. Prepare documentation necessary to secure funding.
   e. Manage and/or delegate authority for managing new and Federal projects

- f. Initiate and/or process requests for the development of new projects
- g. Provide for the in-service training of personnel in new and Federal projects
- h. Design and implement systems for the evaluation of new and Federal projects
- i. Periodically report to the Superintendent on the status of new and Federal projects
- j. Disseminate status reports on new projects to all personnel
- k. Make recommendations to the Superintendent concerning the implementation of new projects into the ongoing programs

ORGANIZATIONAL RELATIONSHIPS:

1. member of superintendency team
2. reports to and is accountable to the Superintendent and superintendency team
3. reported to by
    - a. Federal and new projects administrators
    - b. Service personnel assigned to the office of the Deputy
    - c. Staff assigned to planning and development division
4. supervises personnel listed in item three (3) above
5. coordinates activities of
    - a. planning and development division with other divisions of the system
    - b. evaluation activities of the system's divisions
6. evaluates personnel listed in item three (3) above

QUALIFICATIONS FOR RECRUITMENT:

1. Education
    - a. master's degree
    - b. preparation in school system administration, tests and measurements, and curriculum development
2. Individual Characteristics
    - a. healthy
    - b. aged 28 to 65
3. Skills, Knowledges, Abilities
    - a. articulate public speaker
    - b. awareness of federally funded projects and federal resources
    - c. knowledge of development precedures and techniques
    - d. familiar with systems analysis techniques
    - e. able to coordinate the work of others
    - f. understanding of change processes
4. Experience Priorities
    - a. at least six years public school experience
    - b. at least two years experience as a school building administrator
    - c. experience in developmental and planning activities

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HARRISBURG CITY SCHOOL DISTRICT

POSITION GUIDE

TITLE: Deputy Superintendent for Business Services Position no. A-4

PRIMARY FUNCTION:

to facilitate the teaching-learning process by providing supportive services and advice on business matters to all phases of the system

MAJOR DUTIES AND RESPONSIBILITIES:

DUTIES

1. Management of various functions of the business services division
2. Employment of classified support personnel
3. Preparation of financial reports

RESPONSIBILITIES

1. accounting of all revenues and disbursements
2. procurement of inventory control
3. transportation services
4. custodial services
5. buildings and grounds services
6. food services
7. data processing
8. financial records and reports
9. office management

COMBINATION TASKS

1. develop school system strategy with other members of the superintendency team
2. with the Superintendent
    a. prepare necessary information for school facilities construction

ILLUSTRATION OF KEY DUTIES:

BUSINESS SERVICES MANAGEMENT

1. Receive and maintain proper accounting of all receipts
2. Disburse and maintain proper accounting of all monies, including payroll
3. Organize, maintain. and improve procurement, warehousing, distribution, inventory and control systems for supplies and equipment
4. Organize, maintain and improve pupil transportation services

  - a. Secure contracts with and supervise operation of public conveyors.
  - b. Organize and determine transportation paddle-board.
  - c. Recommend for employment and train bus drivers for district-owned buses.

5. Organize, maintain and improve custodial services
   - a. Assign custodians to buildings.
   - b. Establish schedules for custodians.
   - c. Consign supplies to custodians.
   - d. Maintain proper number of custodians.
6. Organize, maintain and improve building and grounds services.
7. Organize, maintain and improve cafeteria services.
8. Organize, maintain, manage and improve data-processing services so as to facilitate effective decision making.
9. Prepare for the Superintendent the necessary supporting reports for new school building construction.

EMPLOYMENT OF SERVICE PERSONNEL

1. Recruit, select, orient, train, and supervise classified employees.

FINANCIAL REPORTS

1. Prepare all financial reports which are directly or indirectly related to the function of the schools.
   - a. Prepare reports which are necessary to support the decisions of good management.
   - b. Prepare reports as requested by the Superintendency Team.

ORGANIZATIONAL RELATIONSHIPS:

1. member of superintendency team
2. reports to and is accountable to the Superintendent and superintendency team
3. reported to by
   - a. Chief of Accounting
   - b. Treasurer of the Board
   - c. Procurement Officer
   - d. Superintendent of Buildings, Grounds and Property
   - e. Director of Food Services
   - f. Director of Transportation
   - g. Director of Data Processing
   - h. Office Manager
   - i. Administrative Assistant
4. supervises personnel listed in item three (3) above
5. coordinates
   - a. business services with activities of other school system divisions

   b. contractual services with activities of other school system divisions
6. evaluates personnel listed in item three (3) above
7. authority to
   a. recommend classified support personnel for employment

QUALIFICATIONS FOR RECRUITMENT:

1. Education
   a. master's degree
   b. preparation in finance, business management, and school system administration
2. Individual Characteristics
   a. healthy
   b. aged 28 to 65
   c. personal integrity
3. Skills, Knowledges, Abilities
   a. knowledge of accounting principles
   b. competency to coordinate transportation and food services
   c. ability to supervise maintenance and custodial activities
   d. capable of producing reports on school finances and building construction
   e. understanding of state and local tax structures
4. Experience Priorities:
   a. at least six years experience in business, government, and/or education.
   b. at least three years experience in school business administration.
   c. administrative or supervisory experience.

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HARRISBURG CITY SCHOOL DISTRICT

POSITION GUIDE

TITLE: Administrative Assistant to the Superintendent Position no. A-5

PRIMARY FUNCTION:

to provide administrative support to the Superintendent

MAJOR DUTIES AND RESPONSIBILITIES:

DUTIES

1. Liaison between superintendency team and school system staff
2. Community relations assistance
3. Preparation of reports

RESPONSIBILITIES

1. Staff and special case reviews
2. Administrative support to Superintendent

COMBINATION TASKS

1. develop school system strategy with other members of the superintendency team
2. with the Deputy for Program Operations
    a. plan to improve system communications

ILLUSTRATION OF KEY DUTIES:

LIAISON

1. Serve as communication liaison between the Superintendency Team and all employees of the District
    a. Investigate ways of keeping all employees more informed of noteworthy district and building events
    b. Develop, administer and update an internal communications program which is based on (a)
    c. Develop and utilize procedures for eliciting information from employees for inclusion in the program

COMMUNITY RELATIONS

1. Assist the Superintendent in the development and interpretation of school-community relations and thrusts
    a. Represent the schools at civic or community meetings when deemed necessary by the Superintendent or in his absence
    b. Handle logistics for implementing community involvement mechanisms
    c. Assist in the development, review, implementation and interpretation of plans for community involvement
    d. Develop and maintain productive relations with community groups

PREPARATION OF REPORTS

1. Receive, record, review, act on, and disseminate emergency reports to appropriate parties
    a. Process all emergency reports, whatever their nature or origin
    b. Develop, utilize, monitor, and update procedures and reporting formats for the receipt, disposition, dissemination, and follow-up of emergency reports
    c. Make periodic recommendations to the Superintendent, based upon an analysis of the emergency reports
2. Develop, utilize and update procedures for initiating, conducting and resolving staff and special case reviews
    a. Chair the reviews
    b. Administer the decisions of the reviews
    c. Periodically report the findings and decisions of the reviews to the Superintendent
3. Provide administrative support to the Superintendent
    a. Assist the Superintendent in the gathering of information and the preparation of reports
    b. Assume specific responsibilities as delegated by the Superintendent

ORGANIZATIONAL RELATIONSHIPS:

1. member of superintendency team
2. reports to and is accountable to the Superintendent and superintendency team
3. supervises service personnel assigned to office of the administrative assistant
4. coordinates
    a. personnel involved in reviews
    b. gathering of information for special and emergency reports
5. authority to
    a. represent the Office of the Superintendent when designated

QUALIFICATIONS FOR RECRUITMENT:

1. Education
    a. master's degree
    b. preparation in school administration, and public relations
2. Individual Characteristics
    a. healthy, personable
    b. aged 25 to 65
3. Skills, Knowledge, Abilities
    a. articulate public speaker
    b. able to prepare concise reports
    c. knowledge of community
4. Experience Priorities:
    a. at least five years public school experience

b. at least two years administrative experience
c. experience with community groups.

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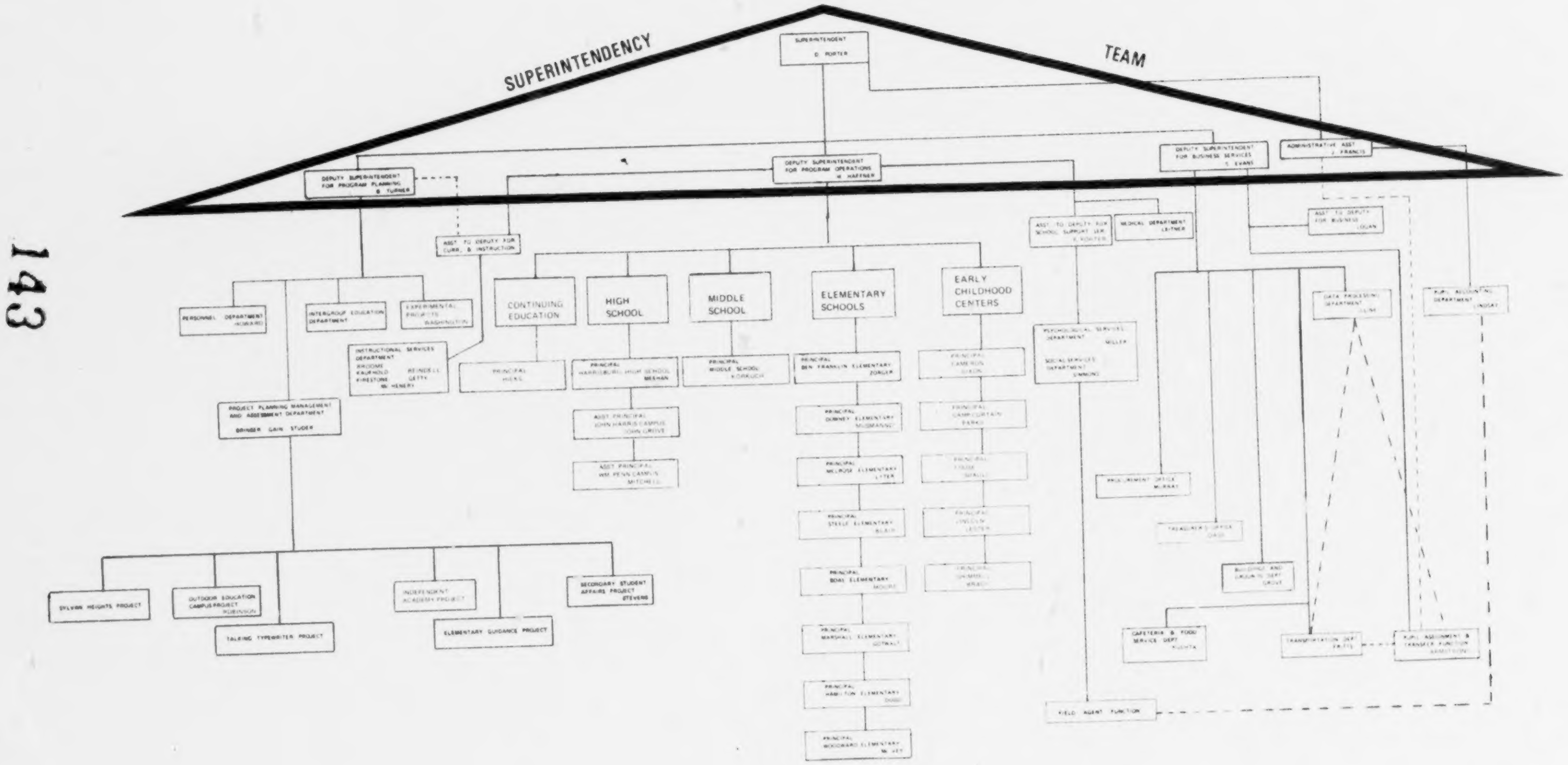
SECTION III

ORGANIZATION CHART

HARRISBURG CITY SCHOOLS ORGANIZATIONAL CHART


SUPERINTENDENCY
TEAM
SUPERINTENDENT D. PORTER
DEPUTY SUPERINTENDENT FOR PROGRAM PLANNING B. TURNER
DEPUTY SUPERINTENDENT FOR PROGRAM OPERATIONS H. HAFFNER
DEPUTY SUPERINTENDENT FOR BUSINESS SERVICES T. EVANS
ADMINISTRATIVE ASST J. FRANCIS
ASST. TO DEPUTY FOR CURR. & INSTRUCTION
PERSONNEL DEPARTMENT HOWARD
INTERGROUP EDUCATION DEPARTMENT
EXPERIMENTAL PROJECTS WASHINGTON
INSTRUCTIONAL SERVICES DEPARTMENT BROOME KAUFHOLD FIRESTONE REINDELL GETTY W. HENERY
PROJECT PLANNING MANAGEMENT AND ASSESSMENT DEPARTMENT BRINSER GAIN STUDER
SYLVAN HEIGHTS PROJECT
OUTDOOR EDUCATION CAMPUS PROJECT ROBINSON
TALKING TYPEWRITER PROJECT
INDEPENDENT ACADEMY PROJECT
ELEMENTARY GUIDANCE PROJECT
SECONDARY STUDENT AFFAIRS PROJECT STEVENS
CONTINUING EDUCATION
PRINCIPAL HICKS
HIGH SCHOOL
PRINCIPAL HARRISBURG HIGH SCHOOL MEEHAN
ASST PRINCIPAL JOHN HARRIS CAMPUS JOHN GROVE
ASST PRINCIPAL WM. PENN CAMPUS MITCHELL
MIDDLE SCHOOL
PRINCIPAL MIDDLE SCHOOL KORKUCH
ELEMENTARY SCHOOLS
PRINCIPAL BEN FRANKLIN ELEMENTARY ZORGER
PRINCIPAL DOWNEY ELEMENTARY MUSMANNO
PRINCIPAL MELROSE ELEMENTARY LYTER
PRINCIPAL STEELE ELEMENTARY BLAIR
PRINCIPAL BOAS ELEMENTARY MOORE
PRINCIPAL MARSHALL ELEMENTARY GOTWALT
PRINCIPAL HAMILTON ELEMENTARY DODD
PRINCIPAL WOODWARD ELEMENTARY McVEY
EARLY CHILDHOOD CENTERS
PRINCIPAL CAMERON DIXON
PRINCIPAL CAMP CURTAIN PARKS
PRINCIPAL FOOSE SPAULL
PRINCIPAL LINCOLN LESTER
PRINCIPAL SHIMMELL BRADY
ASST. TO DEPUTY FOR SCHOOL SUPPORT SER. K. PORTER
MEDICAL DEPARTMENT LEITNER
PSYCHOLOGICAL SERVICES DEPARTMENT MILLER
SOCIAL SERVICES DEPARTMENT SIMMONS
FIELD AGENT FUNCTION
ASST. TO DEPUTY FOR BUSINESS LOGAN
PROCUREMENT OFFICE MURRAY
TREASURER'S OFFICE DASH
BUILDINGS AND GROUNDS DEPT GROVE
CAFETERIA & FOOD SERVICE DEPT KUCHTA
DATA PROCESSING DEPARTMENT CLINE
TRANSPORTATION DEPT FRITZ
PUPIL ACCOUNTING DEPARTMENT LINDSAY
PUPIL ASSIGNMENT & TRANSFER FUNCTION ARMSTRONG

Appendix 2

ARTICLES OF INTEREST

[The Wall Street Journal, June 28, 1971]

AN ELUSIVE GOAL

PITTSBURGH'S TRY SHOWS THAT SCHOOL INTEGRATION IN NORTH WILL BE HARD

After an Impressive Start, One Plan Collapses, Now, Opposition to Another Bid

Parents' View: "Un-American"

By Michael K. Drapkin

Pittsburgh—Shouting youngsters play king of the hill on eight-foot-high dirt mounds. Discarded tailpipes and a rusted bed frame mock the "No Dumping" signs. Hundreds of new cars awaiting a spot in a showroom gather grime at one end of the nearly treeless expanse of land.

The 22-acre site, two city blocks wide and six blocks long, was once a lower-middle-class neighborhood of flats, private homes and small shops. Now it looks like some forgotten battlefield—and, in a sense that's just what it is. This land was to have been the site of one of five so-called Great High Schools that, in one fell swoop, were to attack racial segregation in Pittsburgh's schools while dramatically upgrading the quality of education facilities available to everyone.

But the Great High Schools plan collapsed a year ago, the victim of poor planning, bad luck and growing community disenchantment, leaving only this bulldozed field in the East Liberty section of the city and a residue of hard feelings. Now the school board is starting over, battling again to win support for a plan that would integrate the schools while, it is hoped, making them better. The board is moving slowly and cautiously, under growing pressure from State officials to get on with the job, but already it has met strong opposition in the community. Money is one problem, but a bigger obstacle is parental opposition.

ONE DISCOURAGING CHAPTER

What has happened here has meaning far beyond this aging industrial city. It illustrates how difficult a task is faced by nearly all big cities outside the South in trying to break down de facto segregation—school segregation based on neighborhood housing patterns. For those wanting integration, Pittsburgh's struggle with de facto segregation is just one discouraging chapter in what promises to be a long chronicle of the Nation's struggle with the problem.

The scope of de facto segregation can hardly be exaggerated. The Department of Health, Education and Welfare has pinpointed more than 500 urban school districts outside the South where it exists, and officials say there are countless more that haven't yet been catalogued.

Indeed, more measurable progress has been achieved fighting the dual school systems of the South than the de facto segregation of the North and West. Since 1968, the percentage of black students attending southern and border-state schools with white majorities more than doubled to 39 percent from 18.4 percent. In the 32 States of the North and West, meantime, the number rose almost imperceptibly to 27.7 percent from 27.6 percent, according to HEW.

Such obvious lack of progress has prompted repeated charges that Northerners aren't willing to tackle the integration chore that has been forced by law on the South. President Nixon recently asserted that he has "nothing but utter contempt for the double, hypocritical standard of northerners" who criticize Dixie's racial attitudes while ignoring northern segregation.

A DEFEATED PROPOSAL

But neither Mr. Nixon nor anyone else at the national level appears ready to launch any broad-scale attack on de facto segregation. Congress recently defeated a proposal by Sen. Abraham Ribicoff of Connecticut that would have pressured big cities and their suburbs to integrate all public schools on a metropolitan-wide basis. Federal funds would have been cut off under the proposal where schools failed to achieve a minority-student percentage equal to at least half of the metropolitan area as a whole.

The Supreme Court has yet to tackle de facto segregation. A decision in April decreed that southern school districts can be required to employ large-scale busing to end unlawful de jure, or statutory, segregation, but the court didn't extend the ruling to northern-type de facto segregation.

HEW civil rights officials contend they just don't have the weapons to crack de facto segregation. "If we really want to integrate northern schools," says one, "then we've got to have legislation" that would outlaw any kind of statistically provable segregation whether caused by law, housing patterns or any other cause.

Congress clearly isn't ready to pass such a law. It is considering, however, a plan to provide financial help to those districts ready to desegregate. The Senate has already passed a bill that would provide $1.5 billion over the next 2 fiscal years to aid such efforts. The bill, a compromise between a Nixon administration measure and a proposal by Senator Walter F. Mondale of Minnesota, would, among other things, provide money to build large integrated "education parks" and provide money for busing, remodeling schools and improving educatonal programs as a means of overcoming opposition to integration.

FORMIDABLE OBSTACLES

But such a plan still leaves the decision to desegregate in the hands of local communities or state governments. If the experience of Pittsburgh is any guide, the obstacles to locally initiated desegregation are formidable indeed.

What's particularly discouraging to those working for desegregation in Pittsburgh schools is that this city is in a better position than many others to end de facto segregation—and yet so far it has failed.

One factor working in the city's favor is the stability of both its black and white populations. Pittsburgh has never been on the main poverty-escape routes from the rural South that have funneled exploding black populations into New York, Philadelphia, Chicago, Detroit and other northern cities. Currently blacks account for about 20 percent of the city's population, up from 16 percent a decade ago—hardly a population explosion.

Meantime, whites and middle-class blacks haven't been caught up in the exodus to the suburbs that has drained so many other cities of their middle-class populations. Some go, of course, but the city retains a solid core of healthy, stable neighborhoods.

Pittsburgh also is ripe for a rebuilding and reorganizing of its physical school layout, particularly on the secondary level. The newest of its 17 high schools was built in 1928; most are considered outmoded and inadequate. It's likely that, one way or another, many new schools will be built in the next few years, and careful site selection and careful drawing of neighborhood boundaries could go far toward bringing about integration.

At present, the city's 118 schools—serving 72,722 students—are largely broken down along racial lines. Most blacks live in one of three crowded inner-city neighborhoods—known as Homewood-Brushton, the Hill District and Manchester—and the schools in these areas range up to 99.9 percent black. School board figures show that 24 of the city's schools have student bodies that are over 90 percent black. Fifty-seven schools are over 80 percent white.

There are other factors besides population stability and the likelihood of school reconstruction that should work in favor of integration here. One is the school board's long-standing public commitment to a workable desegregation plan. Another is the city's history of energetic civil problem-solving, exemplified by the sweeping physical renewal of its once-crumbling downtown area and major steps to clean up its air.

SLUMS ARE EASIER

But apparently it's easier to demolish slums, build skyscrapers and crack down on air polluters than it is to bring black and white children together in the same classroom. The story of the Great High Schools program illustrates some of the pitfalls.

The Great High Schools plan was launched in the mid-1960s under the leadership of former school Superintendent Sidney P. Marland, now the U.S. Commissioner of Education, and it was hailed at the time as putting Pittsburgh in the forefront of the Northern integration effort. The plan was to replace the 17 existing high schools with five super high schools of up to 6,000 students each; each of the giant schools would, in turn, be divided into several student bodies. The idea was to give students the intimacy of a relatively small student body, with its own administrators and faculty, while providing supporting staff and facilities—speech therapists, psychiatrists, science facilities and so on—that could only be justified in a giant school.

Because each school would draw its students from a wide sampling and neighborhoods, both black and white, integration would be relatively easy. Three of the old schools were to be converted to house grades 6 through 8 and would have drawn both blacks and whites from a large number of elementary schools, which in turn would have been assigned enlarged, integrated attendance zones. Large-scale busing was an integral part of the whole scheme.

More than $20 million was spent on the Great High Schools plan, including $13.3 million for the acquisition and clearing of the East Liberty site, before the plan began to stir up community ire. White parents gradually realized the large amount of crosstown busing involved and grew disenchanted. Blacks criticized the plan as attacking segregation from the wrong end of the educational scale, arguing that it should be attacked from the lower grades first.

BALLOONING COSTS

As opposition grew, cost projections ballooned. One architect involved in the original planning now says the $125 million estimate never was realistic. Superintendent Marlan and the school board had vaguely hoped to get State funds for one high school and Federal money to build two others, but these hopes faded as the financial bind at all levels of government tightened. When the plan finally was scuttled last summer, the estimated cost had swollen to around $400 million.

Ironically, it was just as the Great High Schools plan began to founder that the Pennsylvania State Human Relations Commission started to increase its pressure on Pittsburgh and other cities in the State to end de facto segregation. It started moving against 17 cities, including both Pittsburgh and Philadelphia, in 1968, and just last week it issued formal orders for both Pittsburgh and Philadelphia to end racial imbalance in their schools.

In Pittsburgh's case, the order calls for integration in three steps starting this fall, with integration to be fully accomplished by September 1974.

Foreseeing the State mandate, the school board already had worked out a plan of its own—one that's far less ambitious than the Great High Schools scheme and considerably slower than the State wants. It projects a long-range construction and modernization program, costing an estimated $125 million, to relieve overcrowding in classrooms while promising "greatly improved integration and racial balance wherever possible throughout the city." Basically, this means that within 6 to 10 years 85 percent or so of the city's students would be attending integrated schools.

AN APPEAL TO THE COURTS

Obviously, that doesn't meet the State standard. But it's regarded as likely that, rather than adjust its plan to the State's, the Pittsburgh board will appeal the State order through the courts and seek to have it modified.

The board contends that even its own relatively modest plan has stirred up such a hornet's nest of citizen opposition that there's little hope of moving further or faster. The extent of the opposition, from both blacks and whites, was obvious at a recent school board hearing.

More than 300 citizens jammed a conference room where the board's plan was discussed. Nearly all speakers condemned the scheme, some charging that it was "un-American" because it would upset the traditional neighborhood school concept. One citizen, Robert Douty, appeared to sum up the views of many whites present when he argued that the city's schools already are "reasonably well integrated" and that any racial imbalance is due to "natural causes."

Another white parent decried the use of children as "pawns to satisfy the Human Relations Commission." Another drew cheers by declaring: "Where you live, not the color of your skin, should determine where you go to schools."

NOT HEPPED ON INTEGRATION

The two dozen or so blacks in attendance sat in silence much of the time. But when they spoke they, too, were critical. Harold A. Stone, a postal worker with six children, strongly criticized both the white community and the proposed integration, but if we can't get quality education without integration, then integration it will be," he said.

The Reverend Leroy Patrick, a black member of the school board, sat quietly through two hours of parental praise for neighborhood schools at the public hearing before suddenly erupting. "You're talking about neighborhood schools as if they *belong* to you," he shouted at one white parent. "This board will never promote private academies at public expense!"

Reverend Patrick and other critics charge the new plan doesn't go far enough fast enough to achieve meaningful integration. "We're just nibbling around the edges of integration," he contends. "The board is merely following the (white) community opposition to integration, not leading the fight for it."

For his part, school Superintendent Louis Kishkunas says, "No one questions the need for an integrated school system." But he adds: "The only issues are the means and the timetable."

Mr. Kishkunas argues, though, that the school system has become the focal point and the scapegoat for the racial problem of society at large. The problem's causes are much broader—involving public attitudes, housing and jobs, he says. "The schools are only one component. We can't fight the problem alone."

AUGUST 9, 1971.

Hon. WALTER MONDALE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MONDALE: On behalf of the members of the Harrisburg School Board and those of us who attended last Wednesday's hearing in Washington, may I express our sincere appreciation for your courtesy to us and your interest in bringing resolution to the problems of school desegregation.

As far as the Harrisburg School District is concerned, the administration's proposal for an amendment to the $1.5 billion desegregation proposal is unacceptable.

I am aware that the controversy has moved to the House, however, I would appreciate it if you would keep us posted on the matter.

I have enclosed a copy of a column by Tom Wicker which appeared in yesterday's New York Times in the off-chance that you may have missed it.

Thank you again for your concern.

Sincerely,

DAVID H. PORTER,
Superintendent of Schools.

[Enclosure]

[The New York Times, August 8, 1971]

THE HARRISBURG STORY

By Tom Wicker

WASHINGTON—President Nixon's bitter anti-busing statement was circulated to millions last week by newspapers, radio and television. But it went almost unnoticed that the very next day the school superintendent of Harrisburg, Pa., refuted the Nixon position point by point, in an account of the actual experience of that city.

This was a classic demonstration of the extent to which the American press—print and electronic—merely reacts to the statements of important officials rather than trying to make an independent judgment on the facts. Mr. Nixon's distortions were trumpeted in headlines, because he is President; the facts put forward by Dr. David H. Porter were ignored, because he was not "newsworthy" enough.

That is, in fact, the gravest weakness of the American press, even if Spiro T. Agnew never points it out. The Vice President likes to delude himself that there is a press conspiracy against Mr. Nixon; but in this case, as usually happens, actual press operations worked to the specific advantage of the President.

Mr. Nixon, it will be recalled, disavowed last Tuesday a busing plan put forward by the HEW Department to desegregate the schools of Austin, Tex. At the same time, he declared himself against busing for "racial balance" or "for the sake of busing" and ordered HEW to prepare an amendment to the $1.5-billion Emergency School Assistance Act that would prohibit any of the money being used for busing programs.

Dr. Porter, without reference to Mr. Nixon, testified the next day to Senator Walter Mondale's Select Senate Committee on Equal Educational Opportunity. He showed the committee's map depicting the concentration of black population in Harrisburg. Putting so-called "neighborhood schools" in the predominantly black area, he pointed out, was only "providing for segregation * * * providing that another generation of children would grow into a 'class consciousness' that already was destroying the ability of Americans to get along with one another."

In fact, five elementary schools in that area were each from 88 to 99 percent black in the 1969–70 school year, although overall the city's school population is only about 58 percent black. Last year, through computerized pupil assignment, the five schools ranged from only 56 to 64 percent black. Acute racial imbalance, from which all but two of Harrisburg's schools had suffered for years, was corrected in all of them.

This was not done by court order, but under the orders of the Pennsylvania Human Relations Commission to move against de facto segregation. The Harrisburg response also included a reorganization into early childhood, elementary, middle school and high school grade sections, plus the addition of another kindergarten year for 4-year olds.

Dr. Porter told the committee that despite strenuous effort "no possible way" had been found to carry out this sweeping program without busing pupils to school and carrying them home again. So it was busing—which Mr. Nixon castigated—that Harrisburg eliminated de facto segregation, racial imbalance and ghetto schools.

Has it worked? It will take 4 more years to make "statistically accurate comparisons," Dr. Porter said, "but we know that the system is working because we live with it every day. We have seen the lid about to blow off two junior high schools and have seen the change in students and administrators as we moved to the middle school concept. There are still problems with student control and discipline but now the answers are within our grasp.

"You had to witness firsthand the fact that 2 years ago students and teachers were merely accepting a certain methodical dullness about education. Students went to school not really to learn and teachers not really to teach * * * the change has been dramatic. Walk into an early childhood center or an elementary school and look at the facts, hear the sounds, watch the kids at work and play. You can't show it on paper yet, but down inside you know it's working."

One bit of statistical evidence does suggest, however, that busing is not driving whites to the suburbs. Enrollment for the 4-year-old kindergarten year, which is voluntary, was 385 for the 1968–69 year; for 1969–70, it doubled to 717; for the coming year, preschool registration is 968 pupils—50.5 percent of them white, as against a black majority in all recent years.

The major problem, in fact, is money. Harrisburg projected the cost of busing at $250,000 to 300,000, double the transportation costs of the old segregated system. In fact, the first year's busing cost $450,000; for the coming year the projection is $515,000. If President Nixon has his way, not a cent of that can come from his emergency school assistance plan, although it supposedly was designed to help school systems desegregate.

Why should that be? "We had to bus students and we knew it," Dr. Porter said. "There was no other way." But busing, he added sadly, is "the magic word that raises emotions and voices."